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November 7, 1986

DENALI

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SUMMARY

This combined document consists of the general management plan, the land protection plan, and the wilderness suitability review for Denali National Park and Preserve. The purpose of the general management plan is to protect the ecosystems of Denali while accommodating recreation, subsistence, and other valid uses. The plan proposes a cooperative federal/state venture to develop visitor facilities on the south side of Denali. This development is seen as a way of creating new opportunities for recreation and of accommodating anticipated increases in the number of park visitors. One of the major concerns is that visitor use is affecting wildlife behavior and diminishing the unique wildlife-viewing opportunities along the park road. To resolve this problem, the plan proposes to monitor wildlife populations and to reduce the amount of traffic on the road to avoid unacceptable changes in wildlife behavior.

When Congress expanded Denali National Park and Preserve, it recognized that subsistence uses were appropriate activities that should be allowed to continue in the new park and preserve additions, and sport hunting is allowed in the preserve. These uses raise a number of management issues, primarily questions of access. These issues are addressed in the general management plan to the extent that they can be resolved at this time.

The land protection plan identifies the compatible and incompatible uses of nonfederal lands in the park and preserve and recommends the actions needed to protect significant resource values. Mining is recognized as a valid use that will continue under current regulations. The plan proposes the acquisition of the surface estates to the mining properties in Kantishna to preclude any further commercial or residential development in that area. A land exchange with the state is proposed to place the "wolf townships" in public ownership to protect prime habitat for caribou and wolves.

The wilderness suitability review finds that approximately 95 percent of the new additions to the park and preserve are suitable for wilderness designation.

CHANGES FROM THE DRAFT PLAN TO THE REVISED DRAFT PLAN

General Management Plan

The following major changes were made to the "Visitor Use and General Development" section of the plan.

The proposal to provide four mountain huts on the south side of Denali was deleted.

The proposal for helicopter access to Ruth Glacier was deleted.

The proposal to limit private vehicle and bus traffic on the park road to 1984 levels plus 15 percent was elaborated upon to describe a three-stage implementation program.

A development concept plan was proposed to reexamine the need for a new hotel to replace the existing temporary facility near the park entrance. It was noted that the DCP and an environmental assessment would be available for review by the public.

The following major changes were made to the "Resource Management" section:

The discussions of resource management plans and of fish and wildlife management were rewritten. The policy on fish stocking was clarified with regard to waters surrounded by private lands.

Discussions of water rights and of submerged lands, shorelands, and tidelands were added.

It was clarified that class I air quality applies only to the designated wilderness area. The 1980 additions to the park and preserve are class II airsheds.

Land Protection Plan

The plan was revised to show that no interest is needed in area 25, since the current historical use pattern is compatible with park resources.

Wilderness Suitability Review

The wilderness suitability criteria were added to the plan.

The Ruth Gorge/Sheldon Amphitheater area was found to be suitable for wilderness designation.

The Kantishna mining district was found to be unsuitable for wilderness designation.

CHANGES FROM THE REVISED DRAFT PLAN TO THE FINAL PLAN

Introduction

A new section was added to describe public involvement in plan implementation.

General Management Plan

The following changes were made to the "Visitor Use and General Development" section of the plan.

The proposal to remove some interior campgrounds was deleted. Under the final plan, all the existing campgrounds will be retained. Eventually, however, visitors will no longer be able to drive their private vehicles to their campsites. By the end of stage two of the traffic management program, all the campgrounds beyond Savage River will be accessible by shuttle bus only. The Wonder Lake campground will be relocated in the same vicinity and expanded from 20 to 30 sites. Four handicap-accessible sites will be added to the Savage River campground.

The scope of the development concept plan for the hotel area was further defined. The DCP will include the options of removing the hotel from the park, rehabilitating the hotel, building a new hotel on the existing site, and building a hotel on a new site. An environmental assessment will be prepared for public review.

Development costs for the road corridor were updated.

New language regarding state, federal, and private responsibilities was added to the discussion of the proposed development for the south side of Denali. It was noted that an environmental impact statement for the south-side development concept plan will be prepared for public review.

New language was added to the "Natural Resources" section to clarify the proposals for the management of fish and wildlife.

The following changes were made to the "Access" section:

The potential adverse resource impacts of a northern access route were described in greater detail, and the NPS management intent for this area was clarified.

A discussion of maintenance of aircraft landing strips was added.

A detailed access chart was included for further clarification of this issue.

A commitment was made to continually inventory access routes and uses and to involve the public in future actions regarding access.

A new section on "Temporary Facilities and Cabins" was added. The discussion of temporary facilities was revised to clarify and provide additional justification for the NPS management intent regarding temporary facilities in the preserve. A discussion of cabins was added to clarify the management intent regarding unclaimed cabins on federal land.

A new section on "Subsistence" was added. It includes a general discussion of title VIII of ANILCA, a commitment to prepare a subsistence management plan, and a revised discussion of subsistence access. A definition of "traditional" was added to help clarify the NPS management intent regarding traditionally employed means of surface transportation for subsistence purposes.

Land Protection Plan

Land status information and the Land Status map were updated.

A new section on "Implementation Procedures" was added to clarify the preferred options for the acquisition of lands or interests in lands, the NPS policy on the use of condemnation, and how it will be determined whether acquired lands should be designated as park or preserve.

A new section on "Compliance Considerations" was added to clarify NEPA and ANILCA section 810 compliance requirements for the land protection plan.

For areas 34-39, the minimum interest was changed from "none" to "less than fee (easement)." Refer to appendix L for descriptions of these properties and the justifications for the recommended actions.

Wilderness Suitability Review

Language was added clarifying the suitability of potential RS 2477 rights-of-way for wilderness designation.

Consultation and Coordination

A summary of comments on the draft plan and the revised draft plan was added to this section.

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ABBREVIATIONS

ADF&G	- Alaska Department of Fish and Game
ANCSA	- Alaska Native Claims Settlement Act (43 USC 1601 et seq.)
ATV	- All-terrain vehicle (see ORV)
ANILCA	- Alaska National Interest Lands Conservation Act (16 USC 3101)
BLM	- Bureau of Land Management
CFR	- Code of Federal Regulations (e.g., 36 CFR 13)
DM	- Departmental Manual, U.S. Department of the Interior (e.g., 60 DM 4.2)
EIS	- Environmental Impact Statement
FEIS	- Final Environmental Impact Statement
FR	- Federal Register (e.g., 14 FR 1402)
FWS	- Fish and Wildlife Service
NPS	- National Park Service
ORV	- Any motor vehicle, including all-terrain vehicles, designed for or capable of cross-country travel on or immediately over land, water, sand, snow, ice, marsh, wetland or other natural terrain, except snowmachine or snowmobiles (36 CFR 13.1)
USC	- United States Code

INTRODUCTION

By Alaskan standards Denali is an unusual national park. First, it is an old park, having been established in 1917, and unlike many of the newer Alaskan parks it has a management tradition, existing development, and established patterns of visitor use. Second, Denali lies between the state's two major population centers, Anchorage and Fairbanks, from which it is accessible by private automobile, tour bus, railroad, and airplane. And finally, Denali contains resources of international significance--the highest mountain on the North American continent and the largest continuously protected ecosystem in the world. For this reason it has gained international recognition through its designation as a biosphere reserve under the Man and the Biosphere program of the United Nations. Because it is an established, well-known park with relatively easy access and outstanding features, Denali has attracted large numbers of visitors in the past, and indications are that it will continue to do so in the future.

In 1980 Denali National Park was expanded by the Alaska National Interest Lands Conservation Act (PL 96-487, hereafter cited as ANILCA). Previously confined to the north side of the McKinley massif, the park now also encompasses the south side, which has considerably different landscape features and resource values from the north side and offers additional opportunities for visitor use.

Today Denali is confronted with a serious threat of overuse along the park road corridor. A recent study (NPS, Singer and Beattie 1984) demonstrated some disruption to wildlife populations caused by increasing visitor traffic along the park road, indicating that one of the principal visitor experiences, wildlife viewing, may be in jeopardy. The current experience is unique because Denali is the only place in the national park system where visitors can consistently expect to see caribou, Dall sheep, moose, and bears--the "big four" of Alaskan wildlife--in a single day of travel. Park managers are challenged to ensure the long-range preservation of Denali's remarkable wildlife viewing opportunities while at the same time meeting the expectations of this generation of visitors.

This plan focuses on visitor use of the park and preserve: how and where increasing levels of use can be accommodated, opportunities for enhancing the visitor experience, and what actions are required to ensure that use does not unacceptably degrade Denali's natural and cultural values.

DOCUMENT ORGANIZATION

This document contains various plans prepared to meet the requirements set forth in ANILCA and other legislation and policies, as follows:

A "General Management Plan" is presented in compliance with section 1301 of ANILCA and section 604 of the National Parks and Recreation Act.

A "Land Protection Plan" is presented in compliance with section 1301 of ANILCA and the Department of the Interior policy on land protection.

A "Wilderness Suitability Review" is presented in compliance with section 1317(a) of ANILCA and sections 3(c) and (d) of the Wilderness Act, as amended.

The NPS planning process is described in appendix A.

PLANNING ISSUES AND MANAGEMENT CONCERNS

The following issues are addressed by the plans included in this document.

Visitor use and general development: Until now nearly all visitors to Denali have been confined to the road corridor that extends from Riley Creek to Kantishna. However, there is growing evidence that escalating use along the road has begun to disrupt the natural behavior and movements of wildlife (NPS, Singer and Beattie 1984). Also, the campgrounds, interpretive facilities, utilities, and the roadway itself are in need of rehabilitation to safely accommodate even the existing levels of use--and another increase in visitation of

DENALI NATIONAL PARK AND PRESERVE



REGION

Denali National Park and Preserve

United States Department of the Interior
National Park Service

1981, 2005, 2008
DEC DEC 84

the magnitude of what occurred over the past decade (a 144 percent increase) could not be accommodated without major new development and the potential for further decline of wildlife viewing opportunities.

For several years federal and state planners have been exploring opportunities to cooperate with private enterprise to develop a new visitor service and activity center on state park lands south of Mount McKinley. The expansion of Denali National Park by ANILCA in 1980 resulted in a shared boundary between the national park and Denali State Park, immediately to the south, giving new impetus to the concept of cooperative management to support visitor use. The shift in attention from already developed areas on the north side of Denali National Park to state and national park lands on the south side of the Alaska Range is due in part to the outstanding potential of these areas for interpreting Mount McKinley and associated geologic features. Another reason that south-side development is attractive is that it could relieve some of the problems associated with increasing use of the existing park road corridor.

The issues of controlling use on the north side of Denali and creating a new center for visitor activities on the south side are addressed in the visitor use and general development section of the "General Management Plan."

Natural resource management: If the ecological integrity of the park and preserve is to be maintained, natural processes must be allowed to prevail in shaping the environment. Natural processes could potentially be disrupted by visitor activities and associated development or by mining operations. Management of these activities to protect resource values is addressed in the natural resource section of the "General Management Plan." Because too little is known about natural processes to evaluate with certainty at what point human activities become disruptive influences, the plan includes a program of research, analysis, and monitoring to provide managers with the requisite understanding of Denali's complex environment. This basic management strategy is consistent with the park's current "Resources Management Plan," which is a separate, more detailed document that is updated annually to reflect specific management needs and priorities.

Minerals management: Considerable mining activity has occurred on mining claims within Denali under applicable laws and regulations. Conflicts between mining and resource protection and between mining and visitor use are complex and controversial. Because of the specialized nature of the mining issue, a comprehensive minerals management plan/environmental impact statement is being prepared as a separate implementation plan for the general management plan. The minerals management plan will be consistent with the management objectives outlined in pertinent sections of the "General Management Plan" and the "Land Protection Plan."

Cultural resource management: All significant cultural resources must be identified, evaluated, and protected under federal and state laws. The cultural resource section of the "General Management Plan" describes the long-range strategy for carrying out this mandate.

Land protection: The "Land Protection Plan" identifies the techniques available to ensure the long-term protection of the park and preserve and describes the specific actions the National Park Service intends to pursue in the immediate future. The proposed management of mineral development operations on patented and valid unpatented claims is discussed in both the "Land Protection Plan" and the natural resource section of the "General Management Plan."

Wilderness suitability: The National Park Service has evaluated all federal lands within Denali National Park and Preserve to determine their suitability for inclusion in the national wilderness preservation system. Factors such as landownership, existing uses, and potential development were considered in determining wilderness suitability. This evaluation is described in the "Wilderness Suitability Review."

A great deal of specific guidance for the future management of the park and preserve--particularly as it relates to established traditional uses by local residents--is provided by ANILCA and by the federal regulations for public use of Alaskan parks. These provisions, which are an integral part of the management of Denali National Park and Preserve, are not repeated in the "General Management Plan" section of this document; however, major provisions of ANILCA are summarized for reference in appendix B, and the federal regulations are reprinted for reference in appendix C. Also included, in appendix D, are the management objectives for the park, which provide broad direction for day-to-day park management.

PUBLIC INVOLVEMENT IN PLAN IMPLEMENTATION

Introduction

The planning for and management of the units of the national park system in Alaska is an evolving and dynamic process. The general management plan provides overall guidance and direction for the management of the park and announces the intent of the National Park Service to undertake a variety of actions pursuant to established law, regulation, and policy. Actions proposed in this plan, such as closures, use restrictions, boundary adjustments, major developments, and new or revised regulations do not become effective upon approval of the general management plan unless explicitly identified as doing so. With those few exceptions, further information collection and analysis and appropriate public involvement are needed before these actions become final.

It is recognized that involving the public in the development of significant policies and management practices and in further planning for Denali National Park and Preserve can result in more comprehensive and better proposals and actions by the National Park Service, as well as better public understanding of them.

This section outlines the means by which the National Park Service will ensure continued public involvement in the ongoing planning for and management of Denali National Park and Preserve. Described here are the procedures that the National Park Service will use for public involvement in the areas of policy development, action plans, closures, restrictions or openings, new or revised regulations, and amendments to this general management plan. The superintendent is expected to consult with all affected and interested parties as an integral part of the management of the area.

It is the policy of the Department of the Interior to offer the public meaningful opportunities for participation in decision-making processes leading to actions and policies that may significantly affect or interest them (301 DM 2.1). Accordingly, the National Park Service will integrate public participation and the decision-making process. Public participation activities will be scheduled with other elements of the decision-making process to ensure that the timing of information both to and from the public results in the expression of public comment at points in the decision-making process where it can make the greatest contribution. The overall public participation process, closely tied to the decision-making process, will be flexible enough that methods may be added or deleted as public input shows a new level of need or interest.

Policy Development

The National Park Service manages the parks, monuments, and preserves in Alaska for the national interest and recognizes that the policies and management practices implemented by the Park Service can be of great interest to the people of Alaska and the nation. These policies and practices can also affect the lives of individuals living in or near the areas and the public using the areas.

To the extent practicable, when a new policy or management practice that affects the public is to be developed or an existing policy or practice is to be revised, there will be public notification, ample opportunity for comment, and thorough consideration of comments received. If significant changes are made to the proposed policy or management practice as a result of public comment, there will be additional review prior to the policy or practice being adopted.

Action Plans

Several specific action plans are identified in this general management plan. Future plans include a resource management plan, development

concept plans, wilderness recommendations, revisions to the land protection plan, a subsistence management plan, transportation and access planning, and boundary adjustment recommendations. These plans and the required public involvement are described in the appropriate management sections of this plan, and the major ones are summarized in appendix A, "NPS Planning Process." These more detailed plans will be initiated by the superintendent over the life of the general management plan. Although it is the intention of the National Park Service to initiate all of the implementing plans identified in the general management plan in a timely manner, the undertaking of these plans will depend on funding and other considerations that cannot be accurately forecast at this time.

All public review documents will be submitted to the state of Alaska for coordinated state review. The National Park Service will maintain an active mailing list of groups, agencies, and individuals who have expressed interest in reviewing the documents. These groups, agencies, and individuals will be notified of the availability of public review documents and upon request, copies of such documents will be made available to them.

As part of the ongoing planning and management for the area, internal planning documents will be prepared. These include an interpretive prospectus, a scope of collections statement, and a visitor services study. Formal public review of these types of plans and studies is not anticipated; however, parties expressing an interest in these plans will be involved as appropriate in their preparation and invited to comment on them before they are finalized. Copies will be available upon request from the superintendent.

Closures, Restrictions, and Openings

In cases where the closure of areas within the unit or restrictions on activities are proposed in the general management plan, the procedures of 36 CFR 1.5 and 13.30 (13.46, 13.49, and 13.50 in the case of subsistence) and 43 CFR 36.11(h) must be followed before any proposed closures or restrictions take effect. These procedures also apply to any future proposals to open an area to public use or activity that is otherwise prohibited. The procedures of 36 CFR 1.5, 13.30, 13.46, 13.49, and 13.50 and 43 CFR 36.11(h) are contained in appendix C.

Regulations

New regulations and revisions to existing regulations will be proposed in accordance with the requirements of the Administrative Procedure Act (5 USC 553). The National Park Service will provide a minimum 60-day comment period.

Amendment of the General Management Plan

Specific parts of the general management plan may be amended to allow for changing conditions or needs, or when a significant new issue arises that requires consideration. Amendments to this general management plan will include public involvement and compliance with all laws, regulations, and policies. If the proposed amendments are minor and not highly controversial, public notice and a 60-day waiting period will take place prior to making decisions to incorporate the changes into the plan. If the amendments are significant or highly controversial, the public will be provided opportunities to participate in the development and review of alternatives and the proposed action. This will include a minimum 60-day public comment period and public meetings as necessary and appropriate. All amendments to the general management plan must be approved by the regional director.

In the future, changing conditions will warrant preparation of a new general management plan. The public will be involved throughout the development of a new plan.

general management plan



PROPOSED MANAGEMENT ZONING

As a basis for all subsequent land use planning, zoning broadly delineates the appropriate management strategies for various lands, based on their resource characteristics and how they can best be used to achieve the park's purpose and objectives. Areas of Denali will be placed in four management zones--natural, historic, park development, and special use--as shown on the Management Zoning map. The management emphasis for each zone is described below.

Natural Zone. Lands and waters in this zone are managed to protect natural resources, processes, and habitat for wildlife, and to provide opportunities for recreational activities. Subsistence uses by local rural residents are permitted in the 1980 additions to the park where such uses are traditional in accordance with the provisions of title VIII of ANILCA. Because of the relatively pristine nature of the park, more than 97 percent of the total acreage is in this zone. This zone includes those lands either designated as wilderness or determined suitable for designation as wilderness. These lands will be managed to ensure that natural processes prevail. Those uses compatible with the 1964 Wilderness Act and special uses allowed by ANILCA will be permitted in this subzone. (See the "Wilderness Suitability Review" section of this document for a more detailed discussion of wilderness areas and allowable activities.)

Historic Zone. Lands in this zone are managed primarily to preserve cultural resources. In Denali this zone includes all the sites and structures that are listed on or are eligible for the National Register of Historic Places. Appropriate uses in this zone include visitor appreciation and study of cultural features and adaptive use of historic structures for other park purposes. Lands qualifying for the historic zone are not represented on the zoning map because of their small scale. For a description of these properties, refer to the cultural resource description in part two of this document.

Park Development Zone. Lands in this zone are managed to accommodate major development and intensive use. In Denali this zone includes the road corridor and all lands where major facilities exist.

Special Use Zone. Lands in this zone are owned or used by parties other than the National Park Service. In Denali this zone includes private properties and mining claims.

VISITOR USE AND GENERAL DEVELOPMENT

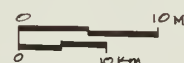
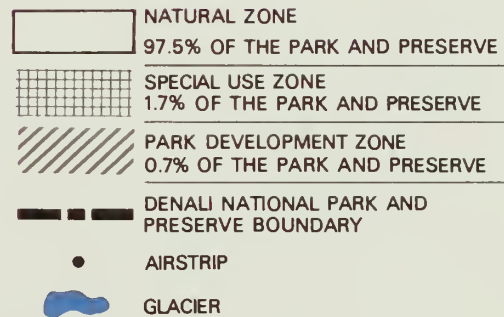
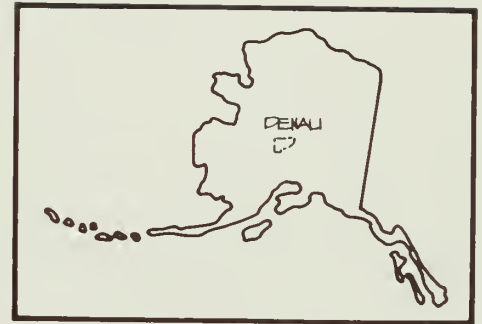
In 1972, when the George Parks Highway opened, visitor use at Denali totaled 88,615. Over the next 12 years visitor use grew at an average rate of 25,000 visitor days per year to a total of 394,426 visits in 1984. The escalating demands on Denali's resources, coupled with the need to provide a visitor experience equal to the resources, is the single most critical problem facing park managers. The solution presented in this plan is to expand recreational opportunities on the south side of Denali, then to modify use on the north to protect resource values. Based on current trends it is expected that the demand for use of Denali will increase by another 250,000 people by the end of the 10-year planning period. This amount of additional demand cannot be accommodated in the existing park road corridor without a significant decline in the visible wildlife, but it can be accommodated if the south side is developed as an alternative destination for visitors.

The southern expansion of Denali National Park to the boundary of adjoining Denali State Park has created an opportunity to add a new dimension to the Denali experience. The established uses of the "old park" will continue while work is undertaken to develop Denali State Park and the south side of Denali National Park for expanded and diversified visitor use. Together the north and south sides will offer a large range of visitor experiences geared to the full complement of Denali's outstanding natural resources. Developed in this way, the parks should be able to meet visitor demands for many years.

NORTH-SIDE PROPOSALS

During the 70 years of National Park Service stewardship at Denali, the visiting public has been accommodated almost exclusively along the park road corridor, where the principal experience has been viewing Mount McKinley and the park's fascinating wildlife. Within the past 15 years, however, since the completion of the George Parks Highway and the associated dramatic increase in visits to Denali, the National Park Service has become aware that increasing traffic has been detrimental to opportunities for viewing wildlife along the park road corridor.

In 1972, the year the Parks Highway opened, a mandatory public transportation system was instituted, and only visitors with overnight or other special use permits were allowed to drive their cars beyond Savage River. Because of significant increases in visitor use over the next decade, by 1981 the level of bus and permitted private vehicle traffic had increased 50 percent and was again recognized as a threat to wildlife viewing. A special wildlife study undertaken that year and completed in March 1984 concluded that the traffic increase between 1974 and 1981 had not had a significant effect on overall populations in the area, but that it had caused many moose and bears to avoid using the road corridor. In addition to the demonstrated effect of reducing the number of moose and bears that utilize habitat in the immediate vicinity of the road, there is



PROPOSED MANAGEMENT ZONING

Denali National Park and Preserve
United States Department of the Interior
National Park Service

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PAINTED DESERT LODGE

concern that increasing traffic might eventually disrupt the movements of migrating herds if the spacing between vehicles becomes too short.

In an effort to allow as many people as possible to view all of the big four Alaskan wildlife in their natural habitat, the National Park Service will make additional use of the shuttle bus system and allow fewer private vehicles on the park road. It has been demonstrated that the activities associated with private vehicle use cause the greatest disturbance to wildlife, as evidenced by their avoidance behavior, because the occupants of private vehicles can stop at will and approach the animals on foot, while visitors riding shuttle and tour buses are not allowed to leave the vehicles in areas of critical wildlife habitat (NPS Singer and Beattie 1984). Buses also have the obvious advantage of carrying up to 40 people per vehicle, compared to the average carload of three people per vehicle. In implementing this concept the National Park Service will continue to start the operation of the shuttle bus system during the Memorial Day weekend and will extend it into the fall for as long as visitor use remains high.

Traffic levels will be reduced in three stages. During stage one, total bus traffic will be held to the 1984 monthly averages plus 15 percent to allow the shuttle bus and tour bus service to be tailored more closely to daily fluctuations in demand. Private vehicle traffic will be reduced by decreasing vehicle use by campers, professional photographers, NPS employees, and people traveling to Kantishna. During this stage, some of the interior campgrounds will be accessible only by shuttle buses designed to carry extra camping equipment. Shuttle buses will also be used increasingly for employee travel to duty stations in the park and for public travel to Kantishna. Customers of visitor services in Kantishna will use the company vehicles or the NPS shuttle buses. A specially designed bus will carry most handicapped visitors into the park. Professional photographer permits will be managed to reduce the use of private vehicles. Impacts on wildlife along the road corridor will be monitored to determine the effects of decreasing traffic levels.

During stage two, bus traffic will continue to be held to 1984 levels plus 15 percent. Private vehicle use will be further reduced by making all the interior campgrounds accessible only by shuttle bus. Campers will still be allowed to drive to the Savage River campground, but not to any of the campgrounds beyond that point. There will be further review of wildlife viewing opportunities at this stage. NPS travel should be reduced once large road construction projects are completed. This traffic is currently being monitored.

During stage three, after total traffic levels have been reduced and the effects have been monitored, tour and shuttle bus use will be allowed to increase to a level that does not unacceptably affect wildlife behavior. It is anticipated that if private vehicle traffic can be reduced by 45 percent, bus traffic can then be increased by 20 percent while still achieving an overall decrease in total traffic of 17 percent (see table 1). As a result of these actions, up to 24,000 additional visitors per year can be accommodated with less disturbance to wildlife behavior.



POLYCHROME PASS REST STOP

Table 1: Proposed Changes in Traffic Levels

	<u>1984</u>	<u>Seasonal Use At Full Plan Implementation</u>	<u>Net Change</u>
Tour and shuttle buses	4,245	5,094	+20%
Private vehicles	6,662	3,664	-45%
NPS vehicles	1,754	1,754	0
Total traffic	12,661	10,512	-17%

Based on past trends, the proposed 20 percent increase in bus service will not be enough to accommodate all of the demand. Visitors who cannot be accommodated on the north side of the park can be accommodated on the south side once the proposal for south-side development is implemented; however, the proposals for the northside are not dependent on the south-side proposals being implemented.

The Wonder Lake campground will be relocated and expanded from 20 to 30 sites. The new location will be just west and slightly south of the present location. As stated above, this and all the campgrounds beyond Savage River will be tent campgrounds accessible only by shuttle bus. Four new handicap-accessible sites will be added to the Savage River campground.

Many of the proposals for the north-side road corridor were described in the 1983 Development Concept Plan. These include rehabilitation of the road surface, upgrading of utility systems, renovation of existing structures, and development of new interpretive facilities. A new \$3.7 million visitor access center will orient visitors to the interior of the park and serve as a terminal for the visitor transportation system. All of the specific development projects are listed on the Proposals chart. Together these actions will improve health and safety conditions, provide better information and interpretation, and help confine environmental impacts to the most suitable locations. The intent of these actions is to reinforce existing conditions. The preliminary cost estimates for these projects are listed in appendix E.

An amendment to the 1983 Development Concept Plan is being developed for the park entrance. It will discuss the options of removing the hotel from the park, replacing or rehabilitating the existing temporary structures, or building a new hotel. The public will be involved in the development and review of the DCP/EA.

Any further development of commercial visitor facilities on private land in the Kantishna mining district will be considered incompatible with the planned purposes of the park and the need to limit vehicle use in this portion of the park. The National Park Service is concerned that commercial development would increase the demand for vehicle use and proposes to avoid it by acquiring the surface estates to patented mining claims. This issue is discussed in greater detail in the "Land Protection Plan" section of this document.

PROPOSALS

Park Entrance - Construct new visitor access center and shuttle bus staging area; construct employee housing; improve information/orientation services and exhibits; expand hotel parking

Park Headquarters/C-Camp - Renovate and expand the permanent and seasonal housing; develop seasonal housing and trailer sites; construct bunkhouse; consolidate maintenance/office facilities; construct administration building annex; separate maintenance/administration functions from housing

Savage River Campground - Rehabilitate sites; add four handicap-accessible campsites; construct bus stop shelter with orientation exhibits

Polychrome Pass Wayside - Upgrade with comfort station and interpretive exhibits/shelter; delineate parking and paths

Toklat - Improve and expand employee housing; separate maintenance and housing; construct maintenance/storage shop, bunkhouse, water/sewer systems

Toklat Ranger Station - Rehabilitate structure; build adequate winter storage/emergency supplies cache

Eielson Visitor Center - Short-term: pave, landscape; long-term: design and relocate existing facility or enlarge and renovate existing structure

Wonder Lake Campground - Relocate campground in same vicinity and expand to 30 sites; reduce roads and parking areas; restore existing campground to natural conditions

Wonder Lake Ranger Station - Provide employee/bus driver residences, transient bunkhouse, grounds rehabilitation; replace ranger station

Kantishna Area - Encourage private owners to preserve historic artifacts; prevent additional privately owned lodging by acquiring surface estates; develop NPS maintenance facility

Parkwide - Restore park road to original design standard; retain gravel surface; correct drainage; repair/replace bridges

Upgrade water/sewage treatment systems to current standards

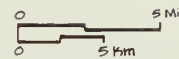
Retain public shuttle bus system; continue wildlife tours; adjust shuttle schedule to improve service (provide flexible service); provide comfortable shuttle buses if possible; coordinate schedules with interpretive programs--more eastbound morning buses and later buses partway into park and return, special buses for discovery hikes; utilize buses for employee and inholder visitor access

Improve orientation/interpretive exhibits at entry points, campgrounds, waysides; generally improve sign program, install road signs to key with text in brochures/guides; install waysides at George Parks Highway, depot, Morino, kennel, first view of Mount McKinley, Savage River campground and bus shelter, Teklanika, Polychrome Pass, Eielson, and Wonder Lake

Provide food storage caches/cooking shelters at tent campgrounds, as needed

Provide short, formal trails and "harden" surfaces where resources are being damaged or where extensive informal trails are developing

Continue monitoring the effects of traffic and visitor activities on wildlife



ROAD CORRIDOR

Denali National Park and Preserve

United States Department of the Interior
National Park Service

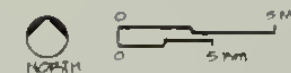
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- DENALI NATIONAL PARK AND PRESERVE BOUNDARY
- WILDERNESS BOUNDARY
- GLACIER

- A** RILEY CREEK/PARK ENTRANCE
- B** HOTEL/DEPOT AREA
- C** PARK HEADQUARTERS/C-CAMP
- D** TAIGA WAYSIDE
- E** SAVAGE RIVER CAMPGROUND
- F** PRIMROSE RIDGE WAYSIDE
- G** SANCTUARY CAMPGROUND
- H** TEKLANIKA CAMPGROUND/REST STOP
- I** IGLOO CANYON CAMPGROUND/WAYSIDE
- J** POLYCHROME PASS WAYSIDE
- K** TOKLAT
- L** STONY HILL WAYSIDE
- M** EIELSON VISITOR CENTER
- N** WONDER LAKE CAMPGROUND
- O** WONDER LAKE RANGER STATION
- P** KANTISHNA AREA

See facing page for Summary of
Development Concepts





ROAD CORRIDOR

Denali National Park and Preserve

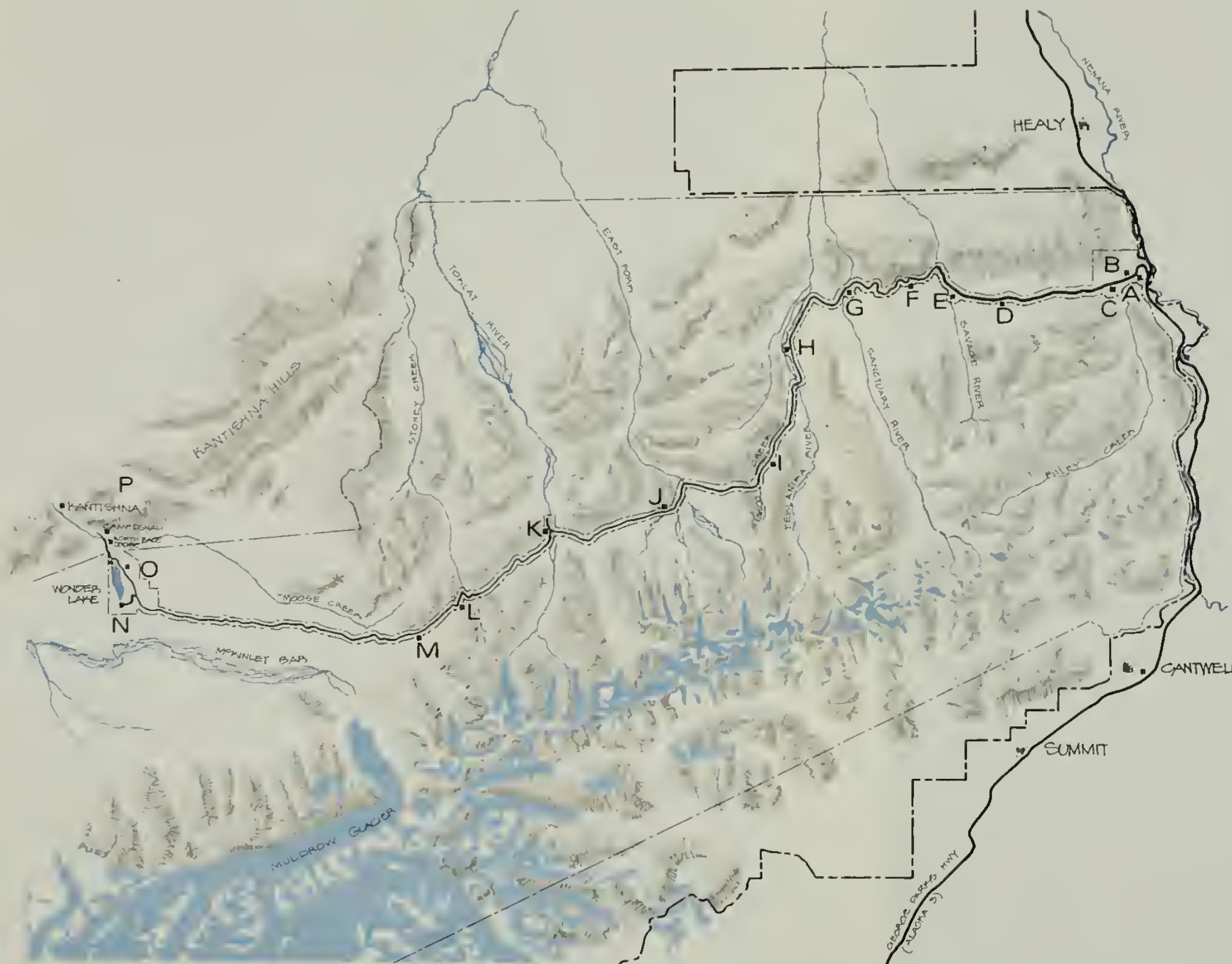
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National Park Service

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- DENALI NATIONAL PARK AND PRESERVE BOUNDARY
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See facing page for Summary of
Development Concepts



SOUTH-SIDE PROPOSALS

The south slope of the McKinley massif is conspicuously different from the sheer north wall and the valley traversed by the existing park road. The south slope receives a greater annual precipitation and spans a more gradual elevation rise from the adjacent lowlands and, as a result, contains a much more extended glacial system and a broader cross section of dramatically sculptured landscapes. Some of the south-side valley glaciers--the Yentna, Kahiltna, Tokositna, Ruth, and Eldridge--are among the longest in the world, extending up to 45 miles from source to terminus. The enlarged national park encompasses these glaciers and the lower reaches of moraines and tundra. Adjacent Denali State Park, established in 1970, now adjoins the expanded national park, creating opportunities for cooperative management for visitor use.

Compared to the north side, with its sensitive wildlife values and fragile tundra, the glaciated landscape on the south side offers more varied opportunities for access and recreational use. Potential activities in the state and national parks range from viewing the Alaska Range from the George Parks Highway to the ultimate in American mountaineering challenges--reaching the summit of Mount McKinley. Small aircraft can fly up and land on the numerous glaciers. Hiking opportunities of varying degrees of difficulty abound in the front range mountains (particularly the Tokoshas), in the rolling tundra highlands of the Peters and Dutch hills, and on Curry Ridge in the state park, where a 40-mile trail loop already exists. River floating possibilities exist on the Tokositna and Chulitna rivers. The broad, marshy Chulitna and Tokositna river valleys, dotted with lakes and ponds, provide good opportunities for viewing wildlife, notably moose and trumpeter swans. The views to the Tokosha Mountains are superlative. In the winter and spring when the marshy terrain is frozen, these valleys become vast cross-country skiing and dogsledding grounds. Several residents of the Tokosha community currently operate cross-country ski-touring businesses that utilize trails and cabins in the area.

Many of the activities mentioned already occur on a modest level, but the development of access and support services will make these activities available to a wider cross section of visitors. This provision of mountain-oriented recreational opportunities was legislated in the park's expansion act.

Foremost in facilitating visitor use of the south side--especially for national and international visitors--will be the development of a full range of lodging and other visitor services and the provision of access to major features, viewpoints, and activity areas. These major facilities on the south side of Denali should be visually linked with the Ruth Glacier because of the Ruth Glacier's wealth of spectacular features capable of accommodating visitor use. With the Sheldon Amphitheater, Great Gorge, Alder Point, Alder Lake, and the Moose's Tooth and other granitic monoliths, the Ruth Glacier is superior to neighboring glaciers for the purposes of providing a dramatic visitor experience.

The most striking vantage point for viewing Mount McKinley through the corridor opened by the Ruth Glacier occurs on the south end of Curry Ridge. Curry Ridge is a tundra plateau that parallels the Alaska Range for some 30 miles. From this elevated vantage point, 1,000 feet above the highway, the full sweep of the Alaska Range is revealed across the forested Chulitna River valley. This dramatic viewpoint is the proposed site for the visitor service and activity center. This site also offers the advantage of being easily accessible from the George Parks Highway and the Alaska Railroad. Alaskan residents and tourists could reach the area in a 3-hour drive from Anchorage or a 5-hour drive from Fairbanks, or if they wished to travel by train, they could arrange a round-trip in a minimum of two days, stopping at Talkeetna and using connecting surface transportation to reach Curry Ridge.

Tokositna now appears impractical as a major development site. The Tokositna Glacier in Denali National Park and the Peters and Dutch hills in Denali State Park were originally assessed for the state's Tokositna plan and reassessed for the Denali general management plan. Several factors were considered, including the fact that development of an activity center at Tokositna would require expensive road construction and the area would not be accessible to the railroad. Furthermore, the Peters Hills and Dutch Hills contain a variety of mixed land uses, particularly mining activity, that might conflict with a large increase in visitor use.

The project to develop the south side of Denali will be planned and developed cooperatively by the National Park Service and state of Alaska, with major involvement from the private sector. The Curry Ridge site is part of Denali State Park, which is currently managed as a primitive area with a single campground and a trail system. Thus, the development of a visitor activity center as envisioned in this plan will constitute a major change in the management of Denali State Park as well as a new focus for use of Denali National Park. The Alaska Division of Parks and Outdoor Recreation will serve as project lead and make final decisions regarding the use of state lands. The National Park Service will work with the state in the joint development and operation of a visitor service and activity center that will be a point of orientation for public use and enjoyment of the nearby national park lands as well as the state park lands. Private sector participation will be essential for the development of commercial components of the south-side development, primarily the lodge and related facilities and utilities.

The National Park Service and the state of Alaska have signed a memorandum of understanding that establishes what processes will be followed for cooperative planning for south-side development (see appendix F). The two agencies have jointly published a brochure describing the development concept for public review and comment and held a series of public workshops. If state and federal study funds are appropriated, the National Park Service and the state of Alaska intend to prepare an environmental impact statement analyzing site-specific alternatives for a visitor activity and service center on Curry Ridge. The environmental impact statement will be prepared in consultation with a

full range of government agencies and will provide for extensive public comment and review in accordance with the National Environmental Policy Act. That study will include detailed information about environmental factors, marketing projections, and design and construction feasibility.

As shown on the South-Side Landscape Features map, the particular attributes of different areas on the south side of Denali can be used to advantage to create a great variety of outstanding experiences for visitors to choose from. For the foreseeable future, aircraft will be the primary means of access to features within Denali National Park. The primary base of aircraft operations into the park from the south-side will continue to be the airport at Talkeetna, where several air-taxi services offer "flightseeing" and glacier-landing trips. Most visitors' destinations will be in the vicinity of the Ruth Glacier, which could be reached in a matter of minutes from Talkeetna. A system of trails will be studied in this part of the national park to support day and overnight trips ranging from fly-in/fly-out excursions to wilderness treks. Aircraft use will be managed through commercial use licenses to fit the capacity of popular fly-in sites and to avoid disturbing the solitude of more remote park destinations and private lands.

Future studies will assess the feasibility and environmental impacts of improved boat access to the Chilitna River. One option to be studied is the possibility of a regularly scheduled boat shuttle that would provide access from a boat launch near the George Parks Highway to a trailhead in the national park on the Tokositna River. The option of connecting trails in the vicinity of Alder Point with a riverside trailhead will also be studied.

The visitor service and activity center within Denali State Park could be supplemented by additional facilities along the George Parks Highway provided by the private sector in concert with the recommendations made by the Alaska Department of Natural Resources in Scenic Resources Along the Parks Highway (1981). These recommendations promote greenbelts, foreground studies, landscape design, and buffers to protect the scenic resources of the corridor.

As another alternative to the more intensive recreational use of the activity center in Denali State Park, hiking and primitive camping opportunities will be available in the areas of the Peters Hills and the Tokositna Glacier that are accessible by existing primitive roads. The Peters Hills and the Tokositna Glacier will appeal to people looking for an experience away from the highway corridor.

Since the George Parks Highway is open year-round, winter and spring activities, such as cross-country skiing and dogsled trips, will also be possible. When the streams are frozen, numerous opportunities will exist to explore the Chulitna and Tokositna valleys. Aircraft will support cross-country skiing trips into the mountain valleys and passes and onto the glaciers.



SHELDON AMPHITHEATER, RU



SHELDON AMPHITHEATER, RUTH GLACIER

CIALLY

FRONT RANGE

RUGGED PEAKS AND RIDGES
VIEWS OF THE MCKINLEY
LOWLAND HABITATS AND
LANDSCAPE OF THE MCKINLEY

- MOUNTAINEERING, COUNTRY CAMPING, ACCESSIBLE LAKE SET, SYSTEM OF TRAILS, REST ENVIRONMENT
- AIR ACCESS TO SEVERAL, PICNICKING, HIKING, AND NON-MOTORIZED BOATING SUPPORTED BY PARK FACILITIES

LAKE

BYERS LAKE

DUTY

PETER R

RAIL
E

CURRY
(RAILWAY STOP)

PETERSVILLE

SUSITNA RIVER
ALASKA RAILWAY

OUSLY

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THIN

DETAILS OF A
STATE PARK

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* SIGNIFICANT VIEWPOINTS



TRAILS OR HIKING ROUTES



NORTH

SOUTH-SIDE LANDSCAPE FEATURES

Denali National Park and Preserve

United States Department of the Interior / National Park Service

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MCKINLEY MASSIF

LOFTY REALM OF ROCKS AND ICE –
"THE ROOF OF THE CONTINENT."

- EXPEDITION CLIMBING AND MOUNTAINEERING
- SCENIC OVERFLIGHTS

MOUNT MCKINLEY

SHELDON
AMPHITHEATER

THE MOOSE'S
TOOTH

THE GREAT
GORGE

ICE FALL

RUTH GLACIER

HEATHER
POINT

TOKOSHITNA
GLACIER

TOKOSHA
MOUNTAINS

LONG PEAK

RUTH GLACIER

NATURAL CORRIDOR THROUGH AN IMMENSE GLACIALLY
SCULPTED LANDSCAPE CULMINATING IN THE
GREAT GORGE AND SHELDON AMPHITHEATER

- AIR TOURS WITH THE OPPORTUNITY TO
LAND ON AND WALK ABOUT THE GLACIER
- GLACIER INTERPRETATION AND
DEPARTURE POINT AT ALDER CREEK
FOR HIKING, OGSLEO TRIPS, AND
ACCESS TO PRIMITIVE CAMPSITES

FRONT RANGE MOUNTAINS

RUGGED PEAKS AND RIDGES WHICH SERVE AS PLATFORMS FOR
VIEWS OF THE MCKINLEY MASSIF, TRANSITION ZONE BETWEEN RICH
LOWLAND HABITATS AND LIFELESS HIGH ALTITUDE MOUNTAIN
LANDSCAPE OF THE MCKINLEY MASSIF

- MOUNTAINEERING, HIKING, AND BACK-
COUNTRY CAMPING SUPPORTED BY A
SYSTEM OF TRAILS
- AIR ACCESS TO SELECTED VIEWPOINTS,
TRAILHEADS, AND PRIMITIVE CAMPSITES

PETERS LAKE

SERENE, EASILY ACCESSIBLE LAKE SET
IN A LUSH FOREST ENVIRONMENT

- CAMPING, PICNICKING, HIKING, AND NON-
MOTORIZED BOATING SUPPORTED BY
STATE PARK FACILITIES

SANK LAKE

BYERS LAKE

BACKBONE TRAIL
CURRY RIDGE

CURRY
(RAILWAY STOP)

TOKOSHITNA RIVER
ALASKA RAILWAY

CHULITNA RIVER VALLEY

AN EXPANSIVE VALLEY OF RIVERS, PONOS, AND FORESTS
ENCLOSED BY THE TOKOSHA MOUNTAINS AND CURRY RIDGE

- VIEWING OF MOOSE, SWANS, AND OTHER
WILDLIFE
- RIVER RAFTING, CROSS-COUNTRY SKIING,
AND OGSLEO TRIPS
- WILDERNESS OVERNIGHT STAYS IN
PRIMITIVE CABINS

GEORGE PARKS HIGHWAY

THRESHOLD TO THE SOUTH SIDE OF DENALI, A FORESTED
CORRIDOR OFFERING GLIMPSES OF MOUNT MCKINLEY

- INFORMATION AND ORIENTATION
- PICNICKING, SCENIC VIEWING
- PUT-IN AND TAKE-OUT FOR CHULITNA
RIVER TRIPS
- STAGING FOR HIKING AND BACK-
COUNTRY CAMPING
- COMMERCIAL VISITOR SERVICES

SOUTH CURRY RIDGE

BEST VANTAGE POINT FOR SIMULTANEOUSLY
EXPERIENCING THE IMMENSE SCALE AND
GRANDOUR OF THE ALASKA RANGE WITHIN
DENALI NATIONAL PARK AND THE RICH DETAILS OF A
TUNDRA ENVIRONMENT WITHIN DENALI STATE PARK

- ORIENTATION AND INTERPRETATION AT
A MAJOR VISITOR CENTER
- OVERNIGHT STAYS AT A FULL-SERVICE
LODGE ORIENTED TO VIEWS OF THE
ALASKA RANGE AND THE CHULITNA
RIVER VALLEY
- STAGING FOR AIR ACCESS INTO THE
MOUNTAINS AND THE RUTH GLACIER
- HIKING, PICNICKING, CAMPING, INTER-
PRETIVE WALKS, AND WINTER SPORTS
- ACCESS FROM THE HIGHWAY AND THE
ALASKA RAILROAD

← * SIGNIFICANT VIEWPOINTS
← TRAILS OR HIKING ROUTES



SOUTH-SIDE LANDSCAPE FEATURES

Denali National Park and Preserve

United States Department of the Interior, National Park Service

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The south-side plan proposes joint government and private commercial development of federal and state park lands, and it will require extensive cooperation between the National Park Service, the state of Alaska, and private enterprise. As stated previously, a separate development concept plan and environmental impact statement will be prepared for the south side of Denali. Specific development proposals will be preceded by marketing studies, site analyses, and impact analyses.

INTERPRETATION

Interpretation and education activities are important to the protection and use of the natural and cultural values of the park. Professionals and volunteers will carry out these important functions of interpretation and education by using a variety of media to reach park visitors and the general public.

For many visitors, a view of the McKinley massif will be the high point of their trip. The south-side activity center will orient visitors to views of that part of the Alaska Range from both inside and outside the buildings. Also, since Mount McKinley is shrouded in clouds much of the time, some means of suggesting its magnificence should be displayed. Exhibits and audiovisual presentations at the activity center, displays at the Talkeetna ranger station, waysides along roads and trails, and guided tours and ranger talks will complete the range of interpretive services available on the south side of Denali.

Interpretive services on the north side will be enhanced by individualized computer terminals and interactive video displays in the visitor access center and also by wayside exhibits and improved publications. The primary means of interpretation on the north side will continue to be the programs given by NPS naturalists and the talks presented on the commercial tour buses.

The following interpretive themes will be developed for the park, with the greatest emphasis placed on the specific resources of each location:

- the ecosystems in the park, and the necessity for preserving large tracts of land to support the wildlife

- geology, focusing on the McKinley massif and the processes of faulting and glaciation

- mountain climbing, including both the history of the ascents of Mount McKinley and messages about minimum-impact use and safety for contemporary mountaineers and backpackers

- man's role in the park, including the stories of the early pioneers and the discovery of gold in Kantishna, the work of Charles Sheldon (the hunter/naturalist who, along with the Boone and Crockett Club, was instrumental in establishing Mount McKinley National Park), and the ongoing subsistence use by area residents

DEVELOPMENT CONSIDERATIONS

The proposals for the south side of Denali are conceptual. More detailed plans and designs will be prepared for specific projects following the approval of this plan. The construction of facilities will be preceded by site-specific feasibility and environmental analyses and marketing studies. Certain development considerations related to engineering feasibility, aesthetic values, and environmental concerns are summarized below as a guide for more detailed planning for the south side.

The location and design of facilities will require on-site evaluation of local soil conditions. Active alluvial areas and swampy zones will be avoided because of low bearing strength and the potential for swelling and movement. Bedrock, glacial drift zones, and morainal deposits are generally suitable for roads and building foundations. The Talkeetna-Mutnala soils within the area contain a glacial till with high bearing strength and thus good capacity for supporting building and road foundations. This till is overlain by silty materials which occupy the upper 15 to 30 inches.

Sand and gravel for road fill will be obtained from alluvial deposits that lie along the creeks and established borrow sites. The selective use of these materials will be based not only on feasibility, material quality, and haul distances, but also on aesthetic impacts and effects upon fish and wildlife within the local area.

Construction in areas of discontinuous permafrost might require the use of special materials for foundations (gravel pads, blocks, pilings, or timbers that could be jacked up or down). Wherever feasible, more suitable sites will be selected.

The locations, sizes, and configurations of proposed facilities will take into consideration the potentials for landslides, rockslides, avalanches, and earthquakes.

Environmental studies will precede any construction activity for the purpose of identifying and avoiding prime wildlife habitats and migration routes. These generally include the river valleys associated with the south-flowing glaciers and the extensive bog and pond areas south of the range. Low-lying areas where willow is abundant are important moose winter range. Wet meadows are used by trumpeter swans. Creeks and ponds are prime use areas for beaver. Bear denning occurs on well-drained areas near brushline, which also serve as moose summer range.

Floodplains and wetlands will be avoided to the greatest extent practical in the selection of sites appropriate for visitor use and development of facilities. Development will be guided by the regulations for complying with Executive Order 11988, "Floodplain Management," and Executive Order 11990, "Protection of Wetlands" (45 FR 35916 and 47 FR 36718).

Since the south side offers a potential to extend the season of use beyond the summer season, energy conservation features will be incorporated into facility design. Climate, slope, and aspect are important design factors.

ACCESS

As described in the "Visitor Use and Development" section, the primary method of access into the northern portion of Denali will continue to be the shuttle bus transportation system, and private and commercial traffic will continue to be restricted. For the immediate future, the primary method of access into the south side of the national park will continue to be aircraft. As part of more detailed studies, the feasibility of expanded aircraft service from a nearby location will be evaluated. Studies will also be conducted to determine the feasibility of other forms of access to features in the state and national parks.

The various types of access discussed in the remainder of this section may overlap. For example, a valid RS 2477 right-of-way may overlap an easement conveyed under section 17(b) of ANCSA. Where this occurs, management will reflect all the valid existing rights and other considerations unique to the situation. The National Park Service will work cooperatively with interested parties to ensure that management is compatible with the purposes of the park and preserve. Overlap situations will be dealt with on a case-by-case basis in conformance with the general management policies outlined below.

POTENTIAL RS 2477 RIGHTS-OF-WAY

Revised Statute 2477 (formally codified at 43 USC 932, enacted in 1866) provides that "the right of way for the construction of highways over public lands, not reserved for public uses, is hereby granted." The statute was repealed by PL 94-579 as of October 21, 1976, subject to valid existing claims.

The 1980 additions to Denali National Park and Preserve are subject to valid existing rights, including rights-of-way established under RS 2477. The validity of these rights-of-way will be determined on a case-by-case basis. The rights-of-way that the state contends may be valid under RS 2477 are listed in appendix G. A map of these possible RS 2477 rights-of-way has been provided by the state. The list and map are not necessarily all inclusive. Private parties of the state of Alaska may identify and seek recognition of additional RS 2477 rights-of-way within the additions to Denali National Park and Preserve. Supporting material regarding potential rights-of-way identified by the state may be obtained through the Alaska Department of Transportation and Public Facilities or the Alaska Department of Natural Resources.

Identification of potential rights-of-way in appendix G does not establish the validity of these RS 2477 rights-of-way and does not provide the public the right to travel over them (although use of these routes may be allowed under other authorities discussed elsewhere in the access section). As discussed later in this section, the use of off-road vehicles in locations other than established roads or designated routes in units of the national park system is prohibited (E.O. 11644 and 11989 and 43 CFR

36.11(g)). Identification of possible rights-of-way does not constitute the designation of routes for off-road vehicle use.

The potential for upgrading the Stampede Trail or other northern access routes is not addressed in detail in this plan. The National Park Service continues to disagree with the state of Alaska about the economic justification for building another northern access road. The current level of mining activity and the amount of gold recovered do not justify a road for mining access. Estimates of the cost of constructing such a road vary between \$1 million and \$2 million per mile. State estimates range from \$85 million to \$125 million, depending on the route chosen. A northern access route through the park would have severe environmental impacts. The Senate report to accompany HR 39 (ANILCA) says that "the prime resource for which the north addition is established is the critical range necessary to support populations of moose, wolf, and caribou as part of an integral ecosystem. Public enjoyment of these outstanding wildlife values would thus continue to be assured." The Stampede Trail crosses the denning areas of the Toklat and Savage wolf packs, the winter range of the Denali caribou herd, the major movement corridor along the Toklat River for both wolves and caribou, and many miles of pristine country. The lands are suitable for wilderness designation. The benefits to visitors of having expanded services in the northern portion of the park would not justify the ecological damage. In fact, not all visitors would benefit from the expanded viewing opportunities. Rerouting the wildlife tour to follow a loop road configuration would extend the length of the tour by at least four hours, requiring visitors to ride a bus for at least 12 hours or to spend a night in the park. Currently, the average age of visitors on the wildlife tour is 58 years, and many prefer a tour less than eight hours long.

The need for a new mining access road would be reassessed if Congress opened the area to new mining entry and the demand for such access increased dramatically. Alternatives related to new mining entry in this area were evaluated in the Final Environmental Impact Statement, Kantishna Hills/Dunkle Mine Study (USDI 1984). Congress has not acted on this study. If warranted in the future, a northern access route could be applied for under the provisions of title XI of ANILCA.

PUBLIC ACCESS EASEMENTS (ANCSA 17(b))

Campsite and linear access easements may be reserved on native corporation lands that are within or adjoin the park or preserve, as authorized by section 17(b) of ANCSA. The National Park Service will be responsible for the management of these public access easements inside the park unit and for those assigned to NPS outside of the unit. Pursuant to part 601, chapter 4.2 of the Department of the Interior "Departmental Manual" (601 DM 4.2), where these easements access or are part of the access to a conservation system unit, the easements shall become part of that unit and be administered accordingly. The purpose of these easements is to provide access from public lands across these private lands to other public lands. The routes and locations of these

easements are identified on maps contained in the conveyance documents. The conveyance documents also specify the terms and conditions of use, including periods and methods of public access.

The National Park Service will work cooperatively with the affected native corporation and other interested parties, including the state of Alaska, to develop a management strategy for the easements. Management of these easements will be in accord with the specific terms and conditions of the individual easements and applicable park regulations (pursuant to 43 CFR 2650.4-7(d)(4) and 36 CFR 1.2). As the easements are reserved and the National Park Service assumes management responsibilities for them, the locations, mileages, and acreages will be compiled and management strategies will be formulated. This information will be maintained at park headquarters.

As authorized in 601 DM 4.3G, an easement may be relocated to rectify a usability problem or to accommodate the underlying landowner's development of the lands if both the National Park Service and the landowner agree to the relocation. Easements may also be exchanged if an acceptable alternate easement or benefit is offered by the underlying landowner and the exchange would be in the public interest. An easement may be relinquished to the underlying landowner if termination of the easement is required by law. The National Park Service may also propose to place additional restrictions (to those authorized in the conveyance document) on the use of an easement if existing uses are in conflict with the purposes of the unit. In all cases where a change is proposed in authorized uses or location from the original conveyance, the National Park Service will provide adequate public notice and opportunity to participate and comment to the affected native corporation and other interested parties, including the state of Alaska. Any National Park Service proposals for changing the terms and conditions of 17(b) easements will include justification for the proposed change, an evaluation of alternatives considered, if any, and an evaluation of potential impacts of the proposed action.

PUBLIC USE EASEMENTS (NATIVE ALLOTMENT ACT)

The National Park Service will request the reservation of public (nonexclusive) use easements from the BLM on lands being conveyed under the Native Allotment Act of 1906, where important public use trails cross the lands being conveyed. The public use easements will ensure continued public access to public lands and resources in the unit.

OFF-ROAD VEHICLES

The recreational use of ORVs off established roads, parking areas, or designated routes is prohibited. The random use of ORVs causes resource damage that is contrary to existing laws, executive orders, regulations, and policy. Section 1110(a) of ANILCA provides for the use of snowmachines, but not for ORVs other than snowmachines.

Consequently, the recreational use of other ORVs is subject to the provisions of Executive Order 11644, "Use of Off-Road Vehicles on the Public Lands." The executive order requires the designation of specific areas for ORV use in national park system areas and a determination that ORV use in these areas will not adversely affect the natural, aesthetic, or scenic values. The executive order specifically prohibits ORV routes in designated wilderness areas.

The research in Wrangell-St. Elias National Park and Preserve was designed to measure the effects of various types of ATVs in tussock-shrub terrain and document the amount of damage that occurs to the vegetation and terrain as the number of vehicle passes increases. The findings of this study are that the use of ATVs off established roads results in substantial resource damage even at the lowest traffic levels (10 passes) and that resource damage increases with additional use.

The use of ORVs on rights-of-way and easements established under various authorities, including RS 2477 and section 17(b) of ANCSA, will be determined as their validity is determined (e.g., RS 2477 rights-of-way) or as they come under management authority of the National Park Service (e.g., ANCSA 17(b) easements). Whether ORV use will be allowed on a particular right-of-way or easement will depend on the specific terms and conditions of the right-of-way or easement, the history of use, and other environmental factors.

All ORV use will be subject to applicable state and federal laws and to permits and restrictions necessary to prevent resource damage. These restrictions may limit the size and type of vehicle, vehicle weight, season of use, number of trips, and other conditions necessary to protect park resources and values.

ACCESS TO INHOLDINGS

Access is guaranteed to nonfederal land, subsurface rights, and valid mining claims, but any such access is subject to reasonable regulations to protect the values of the public lands that are crossed (ANILCA, sections 1110 and 1111). Existing regulations (43 CFR 36.10) govern the access to inholdings. The use of ORVs for access to inholdings may be allowed under 43 CFR 36.10 by the superintendent on a case-by-case basis on designated routes. In determining what routes and restrictions should apply to the use of ORVs for access to inholdings, the superintendent will consider the potential for resource damage and user conflicts and the availability of alternative routes and methods of transportation. The use of ORVs for access to inholdings will only be allowed upon a finding that other customary and traditional methods of access will not provide adequate and feasible access.

AIR ACCESS

Fixed-wing aircraft may be landed and operated on lands and waters within the park and preserve, except where such use is prohibited or otherwise restricted by the superintendent pursuant to 36 CFR 1.5 and 13.30 and 43 CFR 36.11(f) and (h). The use of aircraft for access to or from lands and waters within a national park or monument for purposes of taking fish or wildlife for subsistence uses therein is generally prohibited as set forth in 36 CFR 13.45 (see the discussion of "Subsistence Access"). Fixed-wing aircraft land on gravel bars and tundra ridges. A sufficient number of these natural aircraft landing sites in the park accommodate public access. These natural landing sites do not require any forms of maintenance or improvement.

Currently, all federal lands within the park and preserve are open to authorized aircraft uses, and no changes are proposed at this time. In the future, if the need for closures or restrictions is identified, the National Park Service will propose them through the procedures outlined in 36 CFR 1.5 and 13.30 and 43 CFR 36.11(f) and (h).

The superintendent will inventory the landing strips within the unit and designate, after public notice and opportunity to comment, those strips where maintenance is necessary and appropriate for continued safe public use of the area. These designations are for maintenance purposes only and will be made pursuant to 36 CFR 1.7(b). Designated landing strips may be maintained as needed with nonmotorized hand tools by people using the areas. Maintenance or improvements to designated landing strips involving equipment other than nonmotorized hand tools must be accomplished under a permit from the superintendent. Outside of designated areas, no alteration of vegetation or terrain is authorized for landings and takeoffs except in emergency situations.

The use of a helicopter in Denali National Park and Preserve, other than at designated landing areas or pursuant to the terms and conditions of a permit issued by the superintendent, is prohibited (36 CFR 13.13(f)). Landing areas for helicopters are designated pursuant to special regulations. At the present time, there are no designated landing areas for helicopters in the park and preserve.

The construction of new landing strips on federal land may be allowed under one of the following circumstances:

- 1) when the need has been identified, assessed, and approved in an amendment to the general management plan or a new general management plan (or through an access and transportation plan--if applicable)
- 2) when approved under title XI of ANILCA, which provides a process for approval or disapproval of applications for the development of transportation and utility systems across conservation system units
- 3) for access to inholdings pursuant to 43 CFR 36.10

The National Park Service will advise all aircraft to maintain a minimum altitude above the ground of 2,000 feet whenever possible to avoid disruption of wildlife movement and subsistence and recreational activities. The suggested altitude minimums over any national park unit have been printed on the sectional aeronautical charts (scale 1:500,000) since the mid 1970s. This recommendation is especially important along the Denali park road corridor, since it is a focal point for wildlife tours and recreational activities. These flight advisories will be a stipulation in all special use permits and commercial use licenses subject to the requested use. It is recognized that these minimum altitude suggestions are advisory only (except for permits and licenses mentioned above), since the Federal Aviation Administration regulates air space, and that lower altitudes may be required due to weather conditions and emergencies.

ACCESS AND TRANSPORTATION PLANNING

Planning for the various topics described in this access section will be an ongoing process. The National Park Service will continue to document past and current uses of the park and (where applicable) inventory access routes and study special issues as described below. This process will of necessity be accomplished in phases over a period of several years. In carrying out this process of inventorying and collecting information, the National Park Service will consult with interested agencies, organizations, and individuals. When sufficient information has been gathered on a particular topic, the National Park Service, in consultation with others, may propose further action. Actions may include developing further management policy; proposing closures, restrictions, or openings; proposing access improvements; or proposing revisions to existing policies or regulations. Pursuant to section 1110(a) of ANILCA, 36 CFR 13.30 and 13.46, 43 CFR 36.11(h), and NEPA where applicable, adequate public notice and opportunity to comment will be provided.

Table 2: Modes of Access Allowed for Subsistence and Recreational Activities

<u>Mode of Access</u>	<u>Subsistence</u>	<u>Recreation</u>
Snowmachines	Yes ^{1,8} ANILCA 811 36 CFR 13.46 43 CFR 36.11(b)	Yes ^{2,9} ANILCA 1110 43 CFR 36.11(c)
Off-Road vehicles ^{3,8}	No ANILCA 811 36 CFR 13.46 43 CFR 36.11(g)	No ANILCA 101 43 CFR 36.11(g) EO 11644 EO 11989
Motorboats	Yes ^{1,8} ANILCA 811 36 CFR 13.46 43 CFR 36.11(b)	Yes ² 43 CFR 36.11(d) ANILCA 1110
Fixed-wing aircraft	No ⁴ ANILCA 811 36 CFR 13.45 43 CFR 36.11(f)	Yes ² 43 CFR 36.11(f) ANILCA 1110
Helicopter ⁵	No 43 CFR 36.11(f) 43 CFR 36.11(f)	No ANILCA 1110 43 CFR 36.11(f)
Dogs	Yes ^{1,2,8} ANILCA 811 43 CFR 36.11(b) 36 CFR 1.4, 2.16, and 13.30	Yes ^{1,2,6} ANILCA 1110 36 CFR 1.4, 2.16, and 13.30 43 CFR 36.11(e)
Pack animals ⁷	Yes ^{1,2,8} ANILCA 811 36 CFR 1.4, 2.16, 13.30, and 13.46 43 CFR 36.11 (b) and (h)	Yes ^{1,2} ANILCA 1110 36 CFR 1.4, 2.16, and 13.30 43 CFR 36.11(e)
Ultralights, hovercraft,	No ANILCA 811 36 CFR 2.17 and 13.46 43 CFR 36.11(f)	No airboats ANILCA 1110 36 CFR 2.17 43 CFR 36.11(f)

The term "yes" or "no" in the subsistence and recreation columns reflects a general rule as to whether a specific type of access is allowed. When exceptions to the general rule exist, they are noted and explained in the appropriate footnote.

¹The superintendent may restrict or close a route or area to the use of snowmobiles, motorboats, dog teams, or other means of surface transportation (36 CFR 13.46(b) and (c)).

²The superintendent may close an area or restrict an activity on an emergency, temporary, or permanent basis (36 CFR 1.5 and 13.30 and 43 CFR 36.11(f) and (h)).

³The use of off-road vehicles (ORVs) for subsistence purposes will be restricted to designated routes in areas where their use is customary and traditional. The superintendent will designate routes in accordance with Executive Orders 11644 and 11989 and 36 CFR 13.46 and 43 CFR 36.10.

⁴The use of fixed-wing aircraft for access to and from park lands (not preserve units) for the purpose of taking fish and wildlife for subsistence is prohibited by 36 CFR 13.45 and 43 CFR 36.11(f)(i). In extraordinary cases local rural residents may use aircraft on park lands for taking fish and wildlife in accordance with a permit issued by the superintendent (36 CFR 13.45). Use of aircraft is allowed for subsistence activities other than the taking of fish and wildlife.

⁵The use of a helicopter in any park area other than at designated landing areas or pursuant to the terms and conditions of a permit issued by the superintendent is prohibited by 43 CFR 36.11(f)(4).

⁶No dogs, leashed or otherwise, are permitted in the park or preserve backcountry during the summer season (May 1 - October 15). Pets are allowed in and around the mining operations in the park, but must be restrained from harassing wildlife or harming other park resources. Dogs are permitted in the backcountry in the winter season (October 15 - April 30) when used in conjunction with dog-sledding or ski-touring activities. These dogs are not allowed to run at large.

⁷Pack animals means horses, burros, mules, or other hoofed mammals when designated as pack animals by the superintendent (36 CFR 1.4).

⁸May be used for subsistence in the park additions only where subsistence uses are traditional (ANILCA 202(3)(a)) and only if these means of access were the traditionally used means of subsistence access (36 CFR 13.46 (a)). May be used in the preserve only if these means of access were traditional means of subsistence access (36 CFR 13.46(a)).

⁹Recreational snowmobile use must be a traditional activity.

Table 3: Summary of Other Access Provisions

<u>Provision</u>	<u>Reference</u>
1. <u>Access to Inholdings</u> (valid property or occupancy interest including mining claims) Ensures adequate and feasible access, subject to reasonable regulations to protect the natural and other values.	ANILCA 1110 36 CFR 13.31 43 CFR 36.10
2. <u>Temporary Access</u> (applies to state and private land-owners) Superintendent shall permit temporary access across a park area for survey, geophysical, exploratory, or similar temporary activities on nonfederal lands when determined that such access will not result in permanent harm to park area resources.	ANILCA 1111 43 CFR 36.12
3. <u>Transportation and Utility Systems in and Across, and Access into, Conservation System Units</u> Sets procedures for application and approval process; proposal must be compatible with purposes for which the unit was established, and no economically feasible and prudent alternative route may exist; establishes terms and conditions of rights-of-way.	ANILCA title XI 43 CFR 36
4. <u>RS 2477</u> Revised statute 2477 (repealed in 1976) provides that: "The right of way for the construction of highways over public lands, not reserved for public uses, is hereby granted." Denali National Park and Preserve was established subject to valid existing rights, including rights-of-way established under RS 2477. The validity of these rights-of-ways will be determined on a case-by-case basis. These rights-of-way are discussed further in the access section of the	43 USC 932

plan. A list and map of the rights-of-way that the state contends may be valid under RS 2477 are located in appendix G.

5. Navigation Aids and Other Facilities

ANILCA 1310

Access is provided to existing air and water navigation aids, communication sites, and facilities for weather, climate, and fisheries research and monitoring, subject to reasonable regulation. Access is also provided to facilities for national defense purposes.

6. Alaska Department of Fish and Game

NPS/ADF&G Memorandum of Understanding

The NPS recognizes the right of the department to enter onto park lands after timely notification to conduct routine management activities which do not involve construction, disturbance to the land, or alterations of ecosystems.

7. Alaska Mineral Resource Assessment Program

ANILCA 1010

Allows for access by air for assessment activities by USGS and their designated agents permitted by section 1010 of ANILCA, subject to regulations ensuring that such activities are carried out in an environmentally sound manner.

8. Helicopter Use for General Research and Other Purposes

ANILCA 1110
43 CFR 36.11(f)

The superintendent may permit the use of helicopters for research and other activities subject to terms and conditions prescribed by the superintendent. Use of helicopters in areas where subsistence and sport hunting of sheep are actively pursued is generally not authorized from two weeks before the start of the season to completion of the season.

9. Easements

ANCSA
(section 17(b))

Campsite and linear access easements may be reserved on native corporation lands that are within or adjoin the park and preserve, as authorized by section 17(b) of ANCSA. The routes and locations of these easements are identified on maps contained in the conveyance documents. The conveyance documents also specify the terms and conditions of use, including periods and methods of public access. It is anticipated that the National Park Service will be responsible for the management of approximately 60 public access easements within and adjoining the preserve.

SUBSISTENCE MANAGEMENT

One of the purposes of ANILCA is to provide the opportunity for local, rural residents engaged in a subsistence way of life to continue to do so, consistent with management of fish and wildlife in accordance with recognized scientific principles and the purposes for which each conservation system unit is established (ANILCA, section 101(c)). Section 202(3)(a) of ANILCA permits local residents to engage in subsistence uses within the 1980 additions to Denali National Park and Preserve in accordance with the provisions of title VIII of ANILCA.

Title VIII of ANILCA addresses subsistence management and uses. Section 802 presents the subsistence policy of ANILCA. This section states that, consistent with sound management principles and the conservation of healthy populations of fish and wildlife, the utilization of public lands in Alaska is to cause the least adverse impact possible on rural residents who depend upon subsistence use of the resources of such lands; that nonwasteful subsistence uses of fish and wildlife and other renewable resources on the public lands shall be given preference over other consumptive uses; and that federal land managing agencies, in managing subsistence activities and in protecting the continued viability of all wild renewable resources, shall cooperate with adjacent landowners and land managers.

Section 805(d) of ANILCA directs that the secretary of the interior shall not implement portions of the subsistence provisions if the state of Alaska enacts and implements subsistence preference laws which provide for the taking of fish and wildlife on federal lands for subsistence purposes, and which are consistent with the other applicable sections of ANILCA. The state did enact a law which meets the above criteria within the specified time. Consequently the state of Alaska's fisheries and game boards set the bag limits, methods of take, the seasons of take, and other factors related to the taking of fish and wildlife for subsistence purposes within Alaska, including the park units. Insofar as state laws and regulations for the taking of fish and wildlife are consistent with the provisions of ANILCA and the applicable federal regulations, the state shall continue to regulate the subsistence harvests of fish and wildlife within the park units.

"Trapping or any other customary trade practice within parks and monuments" is not intended "to be or become a solely or predominantly commercial enterprise beyond its traditional role as part of the subsistence regimen" (Federal Register, vol. 46, no. 116, June 17, 1981, "Rules and Regulations"). The National Park Service will work with the state of Alaska in monitoring the "customary trade" aspect of subsistence (including trapping), and will promulgate regulations consistent with the intent of title VIII of ANILCA (Senate Report 96-413, p. 234).

section 810 of ANILCA requires the heads of federal agencies to evaluate the effects upon subsistence uses of any proposed land withdrawal, reservation, lease, occupancy, use or other disposition of federal lands.

These evaluations will be conducted by the National Park Service for all such actions. An 810 evaluation for this plan is contained in appendix H.

Section 814 directs the secretary of the interior to prescribe regulations, as necessary and appropriate, to implement title VIII of ANILCA. Regulations to implement the provisions of ANILCA, including title VIII, became effective on June 17, 1981, following a public comment period on proposed regulations. These regulations (36 CFR 13) address numerous aspects of subsistence management and uses within the park units in Alaska, including determination of which rural residents qualify to engage in subsistence activities in the park units, what means and methods of access may be used in conducting subsistence activities, what laws and regulations apply to the taking of fish and wildlife for subsistence purposes, subsistence use of trees, and how and under what conditions subsistence uses may be temporarily terminated. Residents of the following communities are authorized by 36 CFR 13.63(a)(1) to engage in subsistence activities in Denali National Park and Preserve: Cantwell Minchumina, Nikolai, and Telida. These regulations are considered interim regulations and are subject to refinement and change as better understandings of the requirements of subsistence uses in the park units, and its management, are attained.

SUBSISTENCE RESOURCE COMMISSION

Sections 805 and 808 of ANILCA authorize the establishment of subsistence advisory councils and subsistence resource commissions, respectively. The councils and commissions have been established and are executing their duties as defined by ANILCA. The regional subsistence advisory councils currently advise on subsistence matters on both federal and state lands. Section 808 of ANILCA states that

the Secretary and the Governor shall each appoint three members to a subsistence resources commission for each national park or park monument within which subsistence uses are permitted by this Act. The regional advisory council established pursuant to section 805 which has jurisdiction within the area in which the park or park monument is located shall appoint three members to the commission each of whom is a member of either the regional advisory council or a local advisory committee within the region and also engages in subsistence uses within the park or park monument. Within eighteen months from the date of enactment of this Act, each commission shall devise and recommend to the Secretary and the Governor a program for subsistence hunting within the park or park monument. Such program shall be prepared using technical information and other pertinent data assembled or produced by necessary field studies or investigations conducted jointly or separately by the technical and administrative personnel of the State and the Department of the Interior, information submitted by, and after consultation with the appropriate local advisory committees and regional advisory councils, and any testimony received in a

public hearing or hearings held by the commission prior to preparation of the plan at a convenient location or locations in the vicinity of the park or park monument. Each year thereafter, the commission, after consultation with the appropriate local committees and regional councils, considering all relevant data and holding one or more additional hearings in the vicinity of the park or park monument, shall make recommendations to the Secretary and the Governor for any changes in the program or its implementation which the commission deems necessary.

(b) The Secretary shall promptly implement the program and recommendations submitted to him by each commission unless he finds in writing that such program or recommendations violates recognized principles of wildlife conservation, threatens the conservation of healthy populations of wildlife in the park or park monument, is contrary to the purposes for which the park or park monument is established, or would be detrimental to the satisfaction of subsistence needs of local residents. Upon notification by the Governor, the Secretary shall take no action on a submission of a commission for sixty days during which period he shall consider any proposed changes in the program or recommendations submitted by the commission which the Governor provides him.

The commission for Denali National Park and Preserve is proceeding with the formulation of a program. If any of the recommendations of the commission, which are accepted by the secretary of the interior, are in conflict with components of the general management plan, land protection plan, or other park planning documents, these planning documents will be amended or revised to incorporate the commission's recommendations.

SUBSISTENCE MANAGEMENT PLAN

The National Park Service will prepare a subsistence management plan for Denali National Park and Preserve to provide additional clarification in the management of subsistence uses. This management plan will address the major topics related to management of subsistence, such as timber cutting, shelters and cabins, trapping, resident zones, access, acquisition of resource and user data, and resolution of user conflicts and possible closures. The approved subsistence hunting program of the subsistence resource commission will be a primary component of the subsistence management plan. The subsistence management plan will incorporate the approved subsistence hunting program of the subsistence resource commission and will be revised as necessary to incorporate any future revisions to the approved subsistence hunting program.

The subsistence management plan will be developed in cooperation with all affected parties, including the state of Alaska, and the appropriate regional advisory councils and subsistence resource commission. Following adequate notification a draft plan will be available for public review and comment for a minimum of 60 days prior to its approval. Significant revisions to the plan require the same public involvement procedures.

SUBSISTENCE ACCESS

Access to subsistence resources is provided for in section 811 of ANILCA which states:

(a) The Secretary shall ensure that rural residents engaged in subsistence uses shall have reasonable access to subsistence resources on the public lands.

(b) Notwithstanding any other provision of this Act or other law, the Secretary shall permit on the public lands appropriate use for subsistence purposes of snowmobiles, motorboats, and other means of surface transportation traditionally employed for such purposes by local residents, subject to reasonable regulations.

Authorized means of access for subsistence uses in Denali National Park and Preserve are snowmachines, motorboats, and dog teams, and they are governed by existing regulations (36 CFR 13.46). If another means of surface access is shown to have been traditionally employed in the unit for subsistence purposes, it may be permitted in that unit subject to reasonable regulations. The existing regulations contained in 36 CFR 13.46 do not allow for transportation modes other than snowmobiles, motorboats, and other means of surface transportation traditionally employed. Any additional information about traditional means will be reviewed on a case-by-case basis. A definition of "traditional" is provided in appendix I.

The legislative history of ANILCA indicates that it was not Congress's intention to foreclose the use of new or presently unidentified means of surface transportation (Senate Report 96-413, p. 275). New modes of access that are developed and implemented for general use in rural Alaska and originate from technological advances which cannot be shown to have been traditionally employed may be allowed in the future for subsistence purposes under circumstances that prevent waste or damage to fish, wildlife, or terrain and would not degrade other park resources or values. The effect of new technology on areas and intensity of subsistence use would also need to be addressed. Off-road vehicles are permitted for access for subsistence purposes where they can be shown to be a traditional means of access. Existing information indicates that specific ORV use has not regularly been used for subsistence purposes.

The use of aircraft as a means of access to areas within the park and preserve for purposes of taking fish or wildlife for subsistence purposes is prohibited except in cases of extraordinary hardship, when a permit may be granted by the superintendent pursuant to 36 CFR 13.45. In allowing for exceptions to the ban on aircraft use for subsistence activities, the legislative history of ANILCA states that "these types of situations are the exception rather than the rule and that only rarely should aircraft use for subsistence hunting purposes be permitted within National Parks, National Monuments and National Preserves" (House, Nov. 12, 1980, Congressional Record H 10541).

General provisions for subsistence access are summarized in table 2.

TEMPORARY FACILITIES AND CABINS

TEMPORARY FACILITIES IN THE PRESERVE

Section 1316 of ANILCA addresses temporary facilities related to the taking of fish and wildlife in national preserves in Alaska--not parks and monuments. This determination of applicability is based on the legislative history of ANILCA, which indicates that only preserve units of the national park system were covered by section 1316 (Senate Energy Committee Mark-Up, 96th Congress, Oct. 9, 1979, p. 65). Temporary structures in support of subsistence activities are authorized under other authorities (section 1303 of ANILCA and 36 CFR 13.17).

In accordance with section 1316(b), the National Park Service has determined that the establishment of new temporary facilities (as defined below) in the preserve would constitute significant expansion of existing facilities and would be detrimental to the purposes for which the park and preserve were established, including the scenic, wilderness, and other natural values. This determination maintains the number of these facilities at present levels (1978 or 1985, which is higher), but it does not preclude or otherwise restrict authorized hunting and fishing activities in the preserve.

Those facilities to which this ceiling applies are defined as follows (the definitions were approved by the Alaska Land Use Council, February 1982):

"Temporary facility" means any structure or other man-made improvement that can be readily and completely dismantled and/or removed from the site when the authorized use terminates. This definition should not be construed to include cabins.

"Tent platform" means a structure, usually made of manufactured timber products, constructed to provide a solid, level floor for a tent. Partial walls not exceeding 3 feet in height above the floor may be employed. Only the tent fabric, the ridge pole, and support poles may extend higher than 3 feet above the floor.

"Shelter" means a structure designed to provide temporary relief from the elements. A shelter is characterized as a lean-to having one side open.

"Cache" means a small structure designed and constructed solely for the storage of equipment and food. A cache may be raised on poles to keep supplies away from bears or other animals. Existing regulations cover unattended or abandoned property (36 CFR 13.22).

Section 1313 directs that a national preserve in Alaska be administered and managed as a unit of the national park system in the same manner as a national park with certain exceptions, including the taking of fish and wildlife for sport purposes. In addition, section 203 directs that the

preserve be managed under the act of 1916, as amended and supplemented, which states that the primary purpose, among others, of a national park system unit is "to conserve the scenery . . . and leave [it] unimpaired for the enjoyment of future generations." In establishing the preserve, Congress stated in section 202(3)a that the purposes of the unit are "to protect and interpret the entire mountain massif, and additional scenic mountain peaks and formations; and to protect habitat for and populations of fish and wildlife including, but not limited to, brown/grizzly bears, moose, caribou, Dall sheep, wolves, swans and other waterfowl; and to provide continued opportunities, including reasonable access, for mountain climbing, mountaineering, and other wilderness recreational activities.". The National Park Service has determined that additional temporary facilities above the current level would be detrimental to these purposes for the following reasons: (1) the introduction of facilities into an area where none or very few currently exist would be detrimental to the wilderness character of the park and preserve; (2) such facilities would encourage concentrations of use, which would increase the potential for adverse impacts from human waste, trash, and soil compaction and cause wildlife to avoid the area; and (3) there has been no demonstrated need for such facilities.

This policy is not intended to limit the use of portable tents that do not require platforms or other structures, temporary campsites normally a part of recreational outings, or shelters needed in emergency situations. ("Temporary campsite" means a natural, undeveloped area suitable for the purpose of overnight occupancy without modification.)

If the existing facilities are removed, no longer used, or destroyed, the superintendent will work with the facility user to locate a site for a replacement facility of similar size and type in a suitable area of the preserve. Likewise, if the existing facilities are adversely affecting the purposes of the unit or subsistence uses, the superintendent may authorize the replacement of temporary facilities with structures of similar size and type in other suitable areas of the preserve.

In the future, if changing use patterns and further analysis indicate that adjustments in this ceiling on temporary facilities are necessary, the National Park Service may propose, with adequate public notice and opportunity to comment, to adjust this ceiling upward or downward. In developing such proposals, the Park Service will consider whether adequate alternative means are readily available and whether there is a potential for adverse impacts on park resources and uses, including subsistence.

The National Park Service will maintain an ongoing inventory of the location and description of temporary facilities. The inventory will be available for review at park headquarters.

CABINS

The National Park Service has proposed revisions to the existing regulations contained in 36 CFR 13.17 that deal with cabins and other

structures authorized under sections 1303, 1315, and 1316 of ANILCA. The revised regulations would further establish policy, criteria, and procedures for issuing cabin permits as authorized by ANILCA. The proposed regulations have undergone a separate public review process.

They were made available for public review on April 3, 1984, with the comment period being extended through January 10, 1985. Three public hearings were held during that time. The National Park Service and the Department of the Interior are in the process of finalizing the regulations at the time of publication of this plan.

The superintendent will maintain an ongoing inventory of the location and description of all cabins located in Denali National Park and Preserve. As part of the inventory, the cabins will be evaluated for potential historic significance pursuant to the National Historic Preservation Act, as amended in 1980. The National Park Service will actively seek to determine any valid claims within applicable regulations for cabins on federal lands. Unclaimed cabins will be evaluated according to the pattern of public use associated with them since the unit was established. Those that support intermittent compatible activities or authorized local activities without any adverse effects on Denali's resources or other valid uses will be left standing. (For example, a cabin used for occasional winter dog team trips or used as an occasional stop-over for local village-to-village snowmachine travel may be in this category.) Such cabins will be available for nonexclusive public use, including use by commercial guides, on a first-come, first-served basis or for emergency use. Where determined to be essential for public health and safety and where funding is available, the National Park Service may propose to maintain certain of these cabins. Maintenance by others may be permitted by the superintendent, but no possessory interest or exclusive use rights will be acquired.

Unclaimed cabins that do not support compatible activities or that have adverse effects on park resources or other valid uses may be proposed for removal, in accordance with section 1315(d) of ANILCA and section 106 of the National Historic Preservation Act, as amended in 1980, where applicable. For example, a cabin that regularly attracts recreational visitors to an area during a season of important subsistence use may be proposed for removal. If the National Park Service proposes to remove a cabin, public notice, and congressional notification in the case of public use cabins in wilderness, will be provided.

No new public use cabins are proposed in this general management plan. The construction of public use cabins is an issue that is evaluated through the planning process. New public use cabins will only be constructed after being assessed through an amendment to this plan or the preparation of a new general management plan.

NATURAL RESOURCES

The national interest in Denali that led Congress to expand the park in 1980 was preceded in 1974 by action on behalf of the international community to designate the original park acreage as a biosphere reserve under the Man and the Biosphere program of UNESCO (the United Nations' Educational, Scientific and Cultural Organization). The purpose of this designation was to support the protection of the park's natural processes and genetic diversity for comparison with areas that have been altered by human activity. The primary intent of Congress in enlarging the park and preserve was similarly to enhance the protection and interpretation of Denali's natural resources.

Given the clear preservation intent of the Congress and faced with a growing concern about the impacts of increasing visitor use and other activities, the National Park Service is continuously expanding its resource management program. The intent of the resource management program is to understand the natural forces that shape Denali's environment and to avoid or eliminate activities that significantly interfere with natural processes. Although much has been done by the state of Alaska, the National Park Service, other government agencies, universities, and private organizations to understand the resources of this region, there is an identified need for additional study, understanding, and interpretation of Denali's natural systems so that significant impacts can continue to be avoided or mitigated in the future.

Resource management plans are prepared to describe the scientific research, surveys, and management activities that will be conducted in each national park system unit. Information obtained from research described in the resource management plan is used by park managers to better understand the unit's cultural and natural resources and is used in making resource-related decisions and funding requests. Resource management plans are evolving documents that respond to the changing requirements of managing a unit's resources. They are reviewed at least once each year and are updated as necessary. The most elementary resource management plan is essentially a list of proposed research projects that are required to better understand the resources of a national park system unit. More fully evolved resource management plans may include detailed management strategies for addressing specific resource issues.

A resource management plan is being prepared for Denali National Park and Preserve. The National Park Service will consult with interested parties, including the state of Alaska, during the preparation and subsequent revisions of the plan. Draft plans will be transmitted to the state and will be available to the general public for a 60-day review and comment period. Adequate notification of the availability of the draft plan will be provided. If significant changes are made in the resource management plan during the annual review, the same public involvement practices as described above will be followed.

The following list of research projects is current at the time of printing of this document; however, proposals and priorities for research projects are reviewed annually and are updated as necessary.

- fire study
- fire plan
- wildlife surveys
- declining caribou herd study
- wolf pack monitoring
- bearproof food container study
- bear aversive conditioning study
- study of effects of placer mining on water quality
- study for revegetation of placer mining areas
- air quality monitoring
- vegetation trampling study
- Dall sheep study
- predator protection and management

The U.S. Forest Service is also conducting research that will include studies of the moose and Dall ram populations of the park.

The primary concerns of natural resource managers at Denali are briefly discussed in the following paragraphs.

FISH AND WILDLIFE

General

The National Park Service is mandated by ANILCA and other laws to protect the habitat for, and populations of, fish and wildlife within the park (ANILCA, section 201(6) and 16 USC 1). The National Park Service will strive to maintain the natural abundance, behavior, diversity, and ecological integrity of native animals as part of their ecosystems. NPS management of fish and wildlife will generally consist of baseline research and management of the human uses and activities that affect such populations and their habitat, rather than the direct management of resources.

The Alaska Department of Fish and Game, under the constitution, laws, and regulations of the state of Alaska, is responsible for the management, protection, maintenance, enhancement, rehabilitation, and extension of the fish and wildlife resources of the state; and in accordance with the state constitution, the department manages fish and wildlife using the recognized management principle of sustained yield. Within conservation system units, including Denali National Park and Preserve, state management of fish and wildlife resources is required to be consistent with the provisions of ANILCA; therefore, some aspects of state management may not apply within the park.

The National Park Service and the state of Alaska will cooperatively manage the fish and wildlife resources of the park and preserve. A

memorandum of understanding between the National Park Service and the Alaska Department of Fish and Game (see appendix J) defines the cooperative management roles of each agency. The "Department of the Interior, Fish and Wildlife Policy: State-Federal Relationships" (43 CFR 24) further addresses intergovernmental cooperation in the protection, use, and management of fish and wildlife resources. The closely related responsibilities of protecting habitat and wildlife populations, and of providing for fish and wildlife utilization, require close cooperation of the Alaska Department of Fish and Game, the National Park Service, and all resource users.

Sportfishing is an allowable use throughout the park and preserve; subsistence fishing, hunting, and trapping are allowed in the new park additions where such uses are traditional (ANILCA, section 202(3)(a)); hunting, fishing, and trapping are allowed in the preserve (ANILCA, sections 1313 and 1314 and applicable state law). Trapping in national park system units can be conducted only using implements designed to entrap animals, as specified in 36 CFR 1.4 and 13.1(u). ANILCA requires that harvest activities remain consistent with maintenance of healthy populations of fish and wildlife in the preserve and natural and healthy populations in the park (ANILCA, section 815(1)).

Congress recognized that programs for the management of healthy populations may differ between the National Park Service and the U.S. Fish and Wildlife Service because of differences in each agency's management policies and legal authorities; therefore, "the policies and legal authorities of the managing agencies will determine the nature and degree of management programs affecting ecological relationships, population dynamics, and manipulation of the components of the ecosystem" (Senate Report 96-413, p. 233).

The state of Alaska, through the boards of game and fisheries, establishes fishing, hunting, and trapping regulations for the park and preserve, consistent with the provisions of ANILCA. The Park Service will cooperate with the state wherever possible to establish regulations that are compatible with park management goals, objectives, and NPS policies.

Section 805(d) of ANILCA authorizes the state to manage the taking of fish and wildlife for subsistence purposes on federal lands if state laws are enacted and implemented that satisfy specific criteria in sections 803, 804, and 805 of ANILCA.

A subsistence resource commission has been established for the park in accordance with section 808 of ANILCA. The commission is charged with devising and recommending a subsistence hunting program for the park. Submission of a program is anticipated in 1986 (see the "Subsistence" section for a more complete discussion of the commission).

Regarding customary and traditional subsistence uses in parks, monuments, and preserves in Alaska, the legislative history of ANILCA states,

The National Park Service recognizes, and the Committee [on Energy and Natural Resources] agrees, that subsistence uses by local rural residents have been, and are now, a natural part of the ecosystem serving as a primary consumer in the natural food chain. The Committee expects the National Park Service to take appropriate steps when necessary to insure that consumptive uses of fish and wildlife populations within National Park Service units not be allowed to adversely disrupt the natural balance which has been maintained for thousands of years (Senate Report 96-413, p. 171).

The National Park Service "may temporarily close any public lands . . . , or any portion thereof, to subsistence uses of a particular fish or wildlife population only if necessary for reasons of public safety, administration, or to assure the continued viability of such population" (ANILCA, section 816(b)). Except in emergencies, all such closures must be preceded by consultation with the appropriate state agencies. If it becomes necessary to restrict the taking of populations of fish and wildlife in the park, nonwasteful subsistence uses will be accorded priority over the taking of fish and wildlife for other purposes.

The state has developed resource management recommendations containing management guidelines and objectives that are generally developed for broad regions. Therefore, some of the guidelines and objectives may not be applicable to the park and preserve. The state has also developed fish and wildlife management plans. The master memorandum of understanding indicates that the Park Service will develop its management plans in substantial agreement with state plans unless state plans are formally determined to be incompatible with the purposes for which the park was established.

Habitat and animal population manipulation will not be permitted within the park except under extraordinary circumstances and when consistent with NPS policy, as described in the master memorandum of understanding. Congressional intent regarding this topic is presented in the legislative history of ANILCA as follows:

It is the intent of the Committee that certain traditional National Park Service management values be maintained. It is contrary to the National Park Service concept to manipulate habitat or populations to achieve maximum utilization of natural resources. Rather, the National Park Service concept requires implementation of management policies which strive to maintain the natural abundance, behavior, diversity, and ecological integrity of native animals as part of their ecosystem, and the Committee intends that that concept be maintained (Senate Report 96-413, p. 171).

Aquatic habitat of the park and preserve will be protected to maintain natural, self-sustaining aquatic populations. The introduction of eggs, fry, or brood stocks, and the alteration of natural aquatic habitat, will not be allowed. Artificial stocking of fish in park and preserve waters

will be considered only if necessary to reestablish species extirpated by man's activities.

In recognition of mutual concerns relating to the protection and management of fish and wildlife resources, the National Park Service and the Alaska Department of Fish and Game will continue to cooperate in the collection, interpretation, and dissemination of fish and wildlife data. The National Park Service will continue to permit and encourage the Alaska Department of Fish and Game to conduct research projects that are consistent with the purposes of the park and preserve.

The park's informational programs will inform visitors about the allowable uses of the park and preserve, including consumptive uses of fish and wildlife, to prevent or minimize user conflicts. Information will also be provided to visitors about ways to avoid or minimize adverse effects on fish and wildlife populations and their habitats.

Specific NPS Concerns

Decreasing Visibility of Wildlife along the Road Corridor. Because of a concern that increasing vehicle traffic on the park road is causing unacceptable impacts on wildlife, this plan proposes further restrictions on the use of the park road (refer to the north-side proposals under "Visitor Use and Development"). This decision is supported by the data gathered in a recent study (NPS, Singer and Beattie 1984). The existing visitor transportation system limits the number of vehicles on the park road, and training has helped drivers avoid some of the incidents that are particularly disturbing to wildlife. These actions have been effective in lessening impacts on wildlife and will be continued, and the impacts of vehicle use will continue to be monitored. The park's funding requests currently list "biological monitoring of traffic-wildlife interactions" as first priority.

Human/Bear Conflicts. A major concern of park managers is the potential for human/bear conflicts because they threaten human safety and could result in a loss of wild and free-ranging grizzly bears. While no fatalities have occurred, the number of encounters and incidents of property damage might signify a change in the natural behavior of bears. Recently, however, the upward trend in encounters has been reversed through management action. In the period 1972-1980 the number of human/bear encounters increased three to five times in the frontcountry where the campgrounds are located. More human injuries by bears were reported during the period from 1970 to 1981 than during all previous years. Additionally, from 1978 to 1981 there were reportedly up to 40 occurrences annually of humans being approached by bears showing curiosity or lack of fear. An analysis of available records through 1981 indicated that Denali's backcountry human/grizzly incident rate was the highest reported in the national park system.

In 1982 the park staff implemented a comprehensive human/bear conflict-management program to minimize encounters within the park. As



part of that program all visitors receive printed literature concerning bears, and all backcountry permit holders also receive verbal instruction. Other features of the program include ranger patrols, bus driver guidance, employee training, and use of bearproof food-storage and trash facilities.

The program has been successful in reducing problems. Between 1982 and 1985 parkwide conflicts were reduced by 30 percent, and the incidence of bears obtaining food in the backcountry was reduced by 74 percent. Prior to these findings the National Park Service was considering campground closures to reduce the potential for human/bear encounters. Based on the success of the bear management program, the National Park Service is no longer actively considering the removal of campgrounds along the park road. However, if the incidence of human/bear encounters increases in the future, the issue of campground removal will be reevaluated. The campgrounds along the park road are particularly desirable accommodations; however, an adequate number of campsites are now available outside the park entrance to meet visitor demand. Additional campgrounds are proposed for the south side of Denali. Campground development in the lowlands on the south side of Denali could increase human/bear encounters in that area.

Present management actions to minimize human/bear conflicts will continue. The park staff will work to improve the incident reporting process, increase employee training, enhance the field response capability, and promote greater visitor awareness. In addition, research has been initiated to determine the seasonal distribution and relative abundance of grizzly bears. This information will be correlated with traditional hiker routes and camping areas to identify areas with high potential for conflicts. Research has been undertaken to improve backcountry food containers, determine the effectiveness of temporary area closures, and establish appropriate levels of visitor use.

A past solution in many parks has been to relocate problem bears; however, this concept has two flaws. First, it does not remedy the situation that caused the bear to become a problem, and the bear either returns or remains a problem somewhere else. Second, removal of bears alters the genetic and social integrity of the natural bear population, which is a key feature of this particular biosphere reserve. Unhunted and unmanipulated natural bear populations are almost unavailable elsewhere, and Denali's population is a valuable control group for studies of other populations. Removal of bears disrupts the natural social diversity of a population and in time could lead to a population where only the shy and reclusive are unnaturally selected. The state of Alaska also recognizes problems with a relocation policy and prohibits the relocation of Denali bears to areas outside the park boundaries (ADF&G 1982).

Decline in Denali Caribou Herd. The decline in the Denali caribou herd is another matter of immediate management concern. The herd, estimated to number 20,000 to 30,000 in 1944, declined to a possible low of 900 to 1,200 individuals in 1976. It currently appears to be on the rise and

numbers approximately 2,600 today. While caribou are known to experience rises and declines in population, the reasons for the dramatic decline of the Denali herd are the subject of continuing research. Several factors have been suggested, including past hunting pressure outside the park, road and other development, disease, natural predation, and declining range quality. Emigration, or exchange between the Denali and other herds, has also been considered. The state of Alaska has prohibited hunting of the Denali herd since 1977. Current caribou-related research and monitoring conducted by the park staff include

- monitoring of herd activity and surveillance for poaching

- a three-year caribou calf mortality study (1984-1986) to investigate calving areas, yearling ratios, and other reproduction factors

- studies to evaluate the effects of predation

- observations of caribou movements relative to the ongoing work to rehabilitate the park road

Ground and air patrols will be initiated to prevent harassment and poaching during times when caribou are migrating near the park road or otherwise more susceptible to the impact of humans. Other activities related to caribou are described in the park's "Resource Management Plan."

Wolves. The protection of healthy and natural wolf populations within Denali is a continuing objective of the National Park Service. Wolves are important predators within Denali but are a species of relatively low density, so their role in the natural ecological processes is easily altered by man. The behavior and significance of the wolves at Denali were most eloquently discussed by Adolph Murie in his book, The Wolves of Mount McKinley (1944). In consideration of the great importance of the small wolf population at Denali, and because the range of some of Denali's wolves extends beyond the park's boundaries, the park staff is particularly concerned with safeguarding the viability of these animals.

Park managers will continue to protect dens, secondary homesites, and rendezvous sites from recreational use disturbance through seasonal closures and a monitoring program. Aerial patrols will be increased to protect wolves against illegal hunting. ANILCA permits subsistence hunting and trapping of wolves by eligible subsistence users in the park additions, and both subsistence and sport harvests by all properly licensed hunters and trappers are permitted in the preserve. Action will be taken to ensure that legal subsistence and sport harvests are consistent with the legislative objectives for wildlife protection in the area, one of which is to maintain natural predator/prey relationships. To minimize human influences on the predator/prey balance in the designated wilderness, the park staff will initiate research to determine the nature and extent of pack territories, and recommendations will be developed for the protection of packs whose primary territories are in the wilderness

but extend into areas otherwise open to harvest. The superintendent has reserved the authority to close portions of the park or the preserve to subsistence and sport hunting of wolves. Such closures could be instituted on an emergency, temporary, or permanent basis. Such action would require public notification of the reasons for the action (36 CFR 13.30).

SHORELANDS, TIDELANDS, AND SUBMERGED LANDS

The Submerged Lands Act of 1953, the Alaska Statehood Act of 1958, and the state constitution provide for state ownership of the water (subject to the reservation doctrine discussed below in the "Water Rights" section), shorelands (the beds of navigable waters), tidelands (lands subject to tidal influence), and submerged lands (lands seaward from tidelands).

Determinations of what waters are navigable is an ongoing process in Alaska at both the administrative and judicial levels. A 4-mile segment of the Tokositna River (Seward Meridian, T30N, R6W) has been determined navigable by the Bureau of Land Management. The matter of navigability of portions of the Kantishna and Muddy rivers is still in adjudication. Other water bodies may be determined navigable in the future. There are no tidelands or submerged lands within the unit.

The National Park Service will work cooperatively with the state to ensure that existing and future activities occurring on shorelands underlying the waters within and adjacent to the unit boundary are compatible with the purposes for which the unit was created. Any actions, activities, or uses of nonfederal lands that will alter these lands or result in adverse effects on water quality or on the natural abundance and diversity of fish and wildlife species will be opposed by the National Park Service. The National Park Service will manage the unit uplands adjacent to shorelands to protect their natural character.

Additionally, the National Park Service recommends that the state close these areas to new mineral entry or to extraction of oil, gas, sand, and gravel resources, and the Park Service will apply to the state for these closures. The National Park Service will also pursue cooperative agreements with the state for the management of lands under navigable water bodies.

MANAGEMENT OF WATERCOLUMNS

Sections 101 and 201 of ANILCA and 16 USC 1a-2(h) and 1c direct the National Park Service to manage all waters within the boundaries of Denali National Park and Preserve. The state of Alaska has authority to manage water, based on the laws cited in the previous section. These laws provide for water management by both the state and the National Park Service.

The National Park Service will oppose any uses of waterways that will adversely affect water quality or the natural abundance and diversity of fish and wildlife species in the unit. The National Park Service will work with the state on a case-by-case basis to resolve issues concerning the use of the various waterways where management conflicts arise. Cooperative agreements for the management of uses on the water will be pursued if a case-by-case resolution of management issues proves unacceptable to the National Park Service and the state.

WATER RIGHTS

In Alaska, two basic types of water rights doctrines are recognized: federal reserved water rights and appropriative water rights. The reservation doctrine established federal water rights on lands reserved, withdrawn, or set aside from the public domain for the purposes identified in the documents establishing the unit. State appropriative rights exist for beneficial uses recognized by the state, including instream flows, and they are applied to lands where federal reserved water rights are not applicable. No appropriative rights (federal or state) have been applied for in the unit.

For waters available under the reservation doctrine, unless the United States is a proper party to a stream adjudication, the National Park Service will quantify and inform the state of Alaska of its existing water uses and those future water needs necessary to carry out the purposes of the reservation. When the reserve doctrine or other federal law is not applicable, water rights will be applied for in accordance with Alaska laws and regulations. In all matters related to water use and water rights, the National Park Service will work cooperatively with the state of Alaska.

MINERAL MANAGEMENT

Mining on valid existing claims is authorized in the park subject to applicable laws and regulations. In the absence of any new federal legislation governing mineral development in Denali, the level of mining activity is expected to remain fairly constant for the next 10 years. The National Park Service would oppose a significant increase in mining operations because it would increase traffic on the park road or require another access route (see "Visitor Use and General Development"). Federal lands within the park and preserve have been withdrawn from additional mineral location, entry, and patent under the United States mining laws, subject to valid existing rights (see appendix A). The 464 recorded placer and lode mining claims (patented and unpatented) encompass an estimated 12,620 acres within Denali National Park and Preserve. Of this total the 39 patented claims occupy approximately 667 acres. Current mineral development activity on existing claims in the Kantishna Hills includes placer mining of gold and silver and limited small-scale lode mining of silver, gold, and antimony. The current level of mineral development is described in detail in the Final Environmental Impact Statement, Kantishna Hills/Dunkle Mine Study prepared for the Alaska Land Use Council by an interagency work group (USDI 1984).

The patented and unpatented claims may continue to operate, subject to federal mineral management regulations (36 CFR 9A). Mine operators are required to submit plans of operations (36 CFR 9.9) which, among other things, must describe how the operation will comply with federal, state, and local laws and minimize impacts on park resources. ANILCA (section 1110(b)) guarantees adequate and feasible access to valid mining claims within the park. Access to the Kantishna Hills mining claims will continue to be provided by the existing park road. The estimated 1983 mining-related traffic on the park road was 270 round trips per month, and it is assumed that this level of traffic will continue.

Lode and placer mining operations may adversely affect park values such as water quality, fisheries, and wildlife, and they require continuing federal and state investigation and cooperative management efforts.

The Clean Water Act (section 402) requires an Environmental Protection Agency wastewater discharge permit for each mining operation. Ordinarily, states certify this permit, but in Alaska the Department of Environmental Conservation (ADEC) has waived this certification process and enforces the state's own water quality standards, which are more restrictive than the EPA standards. ADEC field personnel have monitored mining operations to evaluate turbidity, sediment, heavy metal, and settleable solid levels in mine effluent, suggested ways miners can lessen impacts on water quality, and sought voluntary compliance with water quality standards. The park staff is cooperating with ADEC and is conducting research in Kantishna on mining effects on fisheries and water quality. Currently, the National Park Service requires mine operators to use effective settling ponds wherever an operation would discharge wastewater to receiving streams. This requirement improves compliance with applicable water quality standards. Recirculation of mine process waters in conjunction with settling ponds is not currently required.

Denali's "Resource Management Plan" proposes a cooperative federal/state program to coordinate mining-related research and to develop "the best alternative technology economically achievable" and associated compliance strategies. Such pooling of agency resources could avoid research duplication and would simplify procedures by establishing a lead agency for impact analysis and enforcement.

The National Park Service and the University of Alaska, Fairbanks, are currently renegotiating their agreement to jointly study the Stampede Mine area for environmentally acceptable mining methods and associated activities. A minerals management plan and EIS discussing the cumulative effects of mining will be prepared for Denali. The plan will implement the overall management objectives outlined in this general management plan by describing in detail the operating standards for mining operations, the reclamation standards, the NPS standards, policies, and procedure on approving or denying mining plans, and other management actions that will be employed within the park to ensure that mining activities are conducted in a manner compatible with the purposes of the unit.

The National Park Service remains concerned over possible development of patented mining properties for uses other than mining activities. Therefore a recommendation to acquire surface estates of patented properties is a component of the "Land Protection Plan."

FIRE MANAGEMENT

The National Park Service is a participant in the Tanana-Minchumina interagency fire management plan, which encompasses most of the fire-dependent ecosystems of Denali (as well as millions of outlying acres). The plan, which coordinates the fire management objectives of all the participating regional landowners, was completed and put into operation for the 1982 fire season. In accordance with NPS policy, the objective for Denali is to allow natural forest and tundra fires to fulfill their ecological role in vegetational succession. Under the plan, natural fires occurring in Denali will be allowed to burn unless they threaten inholdings, certain identified historic sites, or neighboring lands that are zoned for protection. Such neighboring lands include abutting native regional and village corporation lands, which are currently managed for total fire suppression.

The ability of the park staff to accurately predict fire behavior is restricted by a lack of basic data regarding weather patterns, fuel types, and the effectiveness of natural barriers. The National Park Service is completing a comprehensive fire history and needs to more thoroughly map park vegetation in an effort to develop fire prescriptions for Denali's fire-prone zones. In addition to the fire weather stations established at park headquarters and at Wonder Lake in 1981, the Alaska Fire Service has installed one automatic fire weather station at a remote location, and the park plans to install two more. With more accurate fire prescriptions in the future, the park staff can allow natural fires to fulfill their ecological role to the greatest extent possible, while simultaneously being prepared to protect life and property as required in the Tanana-Minchumina fire plan. The park is also involved in the Mat-Su Borough fire plan.

BACKCOUNTRY MANAGEMENT

A "Backcountry Use Plan" was developed and implemented in 1976 and updated in 1984 in response to an unprecedented increase in use of the backcountry. The plan is revised annually. The primary objectives of the plan are to provide backcountry opportunities for visitors while (1) preventing vegetation damage which would not recover within one growing season, (2) preventing the creation of trails, campsites, and other signs of human use which compromise wilderness values, and (3) minimizing human impacts upon wildlife (University of Washington 1979; Sundstrom 1983).

The wilderness area is zoned into a number of backcountry units, and only a limited number of overnight permits are issued for each unit.

Fires, littering, cutting of vegetation, and other activities that would mar the environment are prohibited. Some vegetation trampling and trail formation occurs, but overall impacts are minor.

To the extent possible, visitor use will remain dispersed so that no areas become overused. If visitor pressure for use of the backcountry increases, park managers may add accessible areas in the new park and preserve additions to the backcountry permit system. The proposed development of new facilities on the south side of the park (see "Visitor Use and General Development") will facilitate access to and use of backcountry areas in this part of Denali. Future increases in demand for backcountry recreation can be met on the south side, allowing the perpetuation of appropriate levels of use throughout the entire park. The south side will be included in a "Backcountry Management Plan."

The park intends to maintain primarily a "no formal trails" policy for the designated Denali wilderness area. Generally, hiking routes in this portion of the park follow natural drainages and therefore do not require designation or maintenance. The no-trails policy will be extended to include the northern additions to the park wherever possible. The trails near the park entrance and the short loop trails along the park road corridor will be maintained for continued use. A formal trail plan will be developed for the Riley Creek/hotel area. The McGonagall Pass trail from Wonder Lake will be retained. The feasibility of building and maintaining trails in the southern additions to the park will be studied as part of the south-side development concept plan.

SITE RESTORATION

Active revegetation with native species will be undertaken for areas within the park road corridor, at development sites, and at mining sites that have suffered vegetation damage or loss. NPS policy allows for manipulation of terrain and vegetative cover in natural zones to restore natural gradients and native vegetation on human-altered lands. As part of future development projects (water, sewer, borrow pits, and other uses), native vegetation will be retained and stockpiled wherever practical for use in revegetation work. Research to refine handling techniques and acceptable time periods for stockpiling will continue, and a handbook of technical guidelines and methods will be prepared for use by the park staff. The handbook will cover erosion potentials, revegetation time frames, and specific treatments for all the major soil and vegetation types in the park.

AIR QUALITY MANAGEMENT

The 1977 amendments to the Clean Air Act (42 USC 7401 et seq.) designated the Denali National Park wilderness as a federal class I air quality area. The 1980 additions to the park and preserve are class II airsheds. At the present time air quality in the park is considered excellent. The park and preserve will be managed to achieve the highest

attainable air quality levels and visibility standards consistent with the applicable Clean Air Act designations and the mandates specified by ANILCA and the NPS organic act. The park staff will update the equipment at the existing monitoring sites (the National Atmospheric Deposition Program monitoring station at the park headquarters and two vista points), and they will conduct a technical review to determine the need for additional stations at other locations to ensure that resource values are not impaired.

The policy for trash removal in the park and preserve will continue to be "pack in, pack out." Visitors will be informed of the policy and asked to adhere to it.

The removal or discard of human waste from administrative sites and visitor use sites within the park and preserve will be accomplished with applicable regulations of the Alaska Department of Environmental Conservation and the Environmental Protection Agency.

CULTURAL RESOURCES

The National Park Service will provide for the identification, preservation, protection, and interpretation of all significant cultural resources through adequate research and programming in accordance with NPS policy and guidelines. No undertakings resulting in the destruction or loss of known cultural resources are proposed in this plan.

The identification and treatment of the park's prehistoric and historic resources is one of the long-range goals of park management. Specific actions for accomplishing this objective are described in the park's "Cultural Resource Management Plan," which is updated yearly, or as necessary, to reflect changing preservation needs and management priorities. The plan is available for review by the public, and any major changes in the direction, philosophy, or goals described by this "General Management Plan" will be subject to public involvement.

The current cultural resource study priorities are to

- complete preliminary site studies and architectural evaluations for critical area resources: Teklanika archeological district, the park headquarters area, and other historic structures in the park

- monitor the cultural and natural resource concerns for areas of the park and preserve that are open to subsistence uses

There are currently about 100 historic and prehistoric sites recorded in the park. The cultural resource data are incomplete. The National Park Service has sponsored limited site and critical-area resource studies (studies of the Kantishna Hills and Dunkle Mine areas, for example); however, little of the land within the park has been closely examined for prehistoric and historic resources. Some of the land additions made to the park in 1980 have been subject to reconnaissance studies, but the presence and significance of cultural resources in that area are not well established. The historic period is briefly chronicled in a number of publications and topical/anecdotal writings, most of which rely heavily upon the works of former park ranger and superintendent Grant Pearson. Currently the only resource in the park listed on the National Register of Historic Places is the Teklanika archeological district. The park headquarters district and dog kennels have been evaluated by park and regional staffs and will be nominated to the National Register.

In order to more completely document the presence of cultural resources in the park, an inventory will be undertaken by a multidisciplinary team of archeologists, historical architects, and historians. The park will be inventoried in geographic segments over a four-year period to document the presence of cultural resources. The reports resulting from the survey will identify and prioritize sites for which actions are necessary. Sites will be recorded, base maps will be produced, resources will be

professionally evaluated for eligibility for the National Register of Historic Places and the park's List of Classified Structures (LCS), and preservation treatment plans will be prepared.

Resources listed on the National Register and the LCS will be provided the protection and interpretation afforded to such listed properties. Potential LCS structures will be further evaluated for adaptive and interpretive uses.

Until such time as native land selections are complete, the National Park Service will protect, preserve, and manage all native historic sites identified under the provisions of section 14(h) of the Alaska Native Claims Settlement Act of 1971 as properties eligible to the National Register. The National Park Service will encourage the owners of nonfederal historic properties within the park to nominate them to the National Register, and it will provide technical assistance and advice in proper care and treatment of such properties.

A historic resource study will build upon the initial inventory. This study will describe the obvious and more subdued themes of the history of Denali. The initial themes that have been identified are Russian efforts at mapping and exploration of the interior, American exploration and surveying, mountaineering, gold mining, and the building of the Alaska Railroad. The current park administrative history will be expanded to incorporate the story of park developments since 1953.

A preservation maintenance program will be developed to guide the park staff in performing routine maintenance on structures, equipment, and artifacts.

The assembled cultural resource information, including a cultural resource base map, will be used for interpretation of the cultural resources for the public. Interpretation will also make visitors aware of the fragile nature of many of the cultural resources and will alert visitors to the protected status of the resources. Use of information for interpretive purposes will be preceded by consultation with any affected native group.

Development proposals that relate to cultural resources will reflect a sensitivity to the preservation of the cultural scene through compatible and complementary design. All developments with potential for ground disturbance will be preceded by archeological surveys and clearances. Native groups will be consulted in order to avoid impacts upon traditional or sacred sites. Projects will be designed to avoid impacts or to have minimal effects on cultural resources.

ARCHEOLOGICAL SITES

Limited archeological surveys have been conducted in scattered locations throughout the park and preserve. The majority of the surveys took place in the early 1960s and were conducted under contracts by the University of Alaska (Traganza 1964; Morgan 1965; West 1965). The

results were meager, and additional archeological work did not resume until the late 1970s, when clearance was needed for the construction of a power line south along the Nenana River valley road to park headquarters. Recent surveys (NPS, Davis 1980) significantly contributed to the knowledge of prehistory and to the identification of archeological sites of the area, but Denali still lacks a systematic parkwide archeological survey and overview. An archeological overview will be developed by first identifying all significant archeological sites and then conducting selective archeological investigations in typical, stable environment areas (such as ridgetops) to develop a comprehensive understanding of the prehistory of Denali.

The protection of archeological sites and districts will include permanently marking sites; monitoring selected sites to determine continuing natural and human impacts; conducting test excavations of selected sites to evaluate them and to plan further preservation actions; gathering data to determine significance for National Register eligibility; and recovering data at sites that could be affected by development, use, or natural destructive forces.

All data recovery, such as controlled surface collection and excavation, will be designed to obtain the most information with the least destruction of archeological resources. When excavation is made necessary by development, it will be programmed in timely advance of construction (not less than one fiscal year).

Surface collection will be undertaken to professionally record and preserve artifacts that are potentially subject to adverse impacts because of vandalism or proposed development actions. This surface collection will be conducted only by professional archeologists meeting professional standards.

HISTORIC STRUCTURES

As a general policy historic structures and sites, such as native villages, historic cabins, or mining complexes, will not be reconstructed. Visitor understanding will be gained through other interpretive techniques.

When preservation or restoration of existing structures is specified, the intent will be to preserve existing original work and to maintain it by compatible repair or replacement of deteriorated fabric. New work on such structures, when required for maintenance purposes, will conform to the building's original character and be undertaken only when it can be satisfactorily documented. When restoration is not possible, the elements being replaced will be duplicated.

Certain structures may not merit preservation because of minimal significance, advanced deterioration, or excessive costs. These structures will be allowed to deteriorate naturally, with their sites eventually reverting to a natural condition. Some removal of hazardous elements may be necessary for safety and to avoid an attractive nuisance,

particularly around abandoned mining sites. Park users will be alerted to the potential hazards associated with these structures, which do have value as "discovery" sites.

Historic archeology for the purpose of uncovering all available details and increasing knowledge of historic structures plays a significant role in the restoration and reconstruction of historic sites. Historic archeological investigations will be as complete as possible, and archeological deposits will be clearly identified. Any actions affecting these deposits will be designed for minimal impact.

CONTEMPORARY NATIVE AMERICAN CONCERNS

The National Park Service will ensure the preservation of resources associated with native peoples whose cultural memory, traditions, and lives are closely associated with the park and its general vicinity.

The ongoing identification of areas of sacred and traditional importance to local native peoples will be continued by professional archeologists and anthropologists. As new information is obtained, it will be added to the confidential inventory of these sites. Measures will be taken to ensure that mutually acceptable methods of protection and preservation are adopted, in conformance with NPS management policies and legislation.

The National Park Service will encourage active participation of local native groups in developing methods of interpreting native American culture.

PARK OPERATIONS

STAFFING AND SUPPORT FACILITIES

The park headquarters will remain in its present location. The current staffing level for headquarters is considered adequate with the exception of a wildlife biologist and resource management personnel for road monitoring. Filling these positions is a high priority of park management. Additionally, aircraft availability on a year-round basis is considered necessary for the proper management of the park complex.

The visitor use proposals will require establishing a district operation on the south side of Denali. The facilities needed for management, operations, maintenance, etc., on the south side will be constructed separate from the activity center. These facilities will require cooperative management with the Alaska Division of Parks, and actual staffing needs will depend on agreements reached with that agency. The long-range personnel requirements for the south side are estimated as follows:

- 1 permanent district ranger
- 1 permanent maintenance worker
- 3 temporary maintenance workers
- 2 temporary park rangers
- 4 temporary interpreters
- 1 permanent secretary
- 4 permanent mountaineering rangers

The National Park Service will continue to carry out the provisions of section 1308 of ANILCA and 320 DM, which are concerned with the hiring of local residents. Furthermore, the Park Service will work to advance these employees into permanent staff positions as they obtain the necessary experience. This program recognizes the unique lifestyle of Alaska bush residents and is designed to use a wide variety of local skills and knowledge for employees working in seasonal and year-round jobs.

COOPERATIVE AGREEMENTS

The National Park Service will seek cooperative agreements with several agencies for the purpose of undertaking mutually beneficial programs. Typical examples of agreements are listed below.

- an agreement for cooperative management with the state of Alaska regarding submerged lands
- an agreement for cooperative management with the state of Alaska regarding water rights

an agreement for cooperative management with the state of Alaska regarding public use on waterways in the park (to be pursued only if case-by-case resolution of management issues proves unacceptable to the National Park Service and the state)

an agreement for cooperative management with regional and village native corporations for management of 17(b) easements should any be created by the BLM and subsequently transferred to NPS management



land protection plan

SUMMARY

Current ownership (acres):

Federal	5,958,025
Nonfederal	2,597
Land under application	67,979
Total	6,028,091

Number of tracts remaining to be protected: 527

Methods of protection proposed (acres*):

fee-simple acquisition through exchange, donation, or purchase	85,292
acquisition of surface estates through exchange, donation, or purchase	627
acquisition of mineral interest through exchange, donation, or purchase	1,300
acquisition of scenic/habitat easements through exchange, donation, or purchase	27,954
fee-simple acquisition of state lands currently outside the park boundary	95,000
zoning	0
regulation	5,290
adequately protected	1,248

Statutory acreage ceiling: 0

Funding status as of December 1, 1984:

Authorized acquisition ceiling:	0
Appropriated to date:	0
Obligated to date:	0
Unobligated balance:	0

Top priorities:

Wolf townships
Kantishna Hills surface estates

*The acreages listed in this section exceed the total nonfederal land acreage because they include mineral interests on federal lands.

INTRODUCTION

In May 1982 the Department of the Interior issued a policy statement for use of the federal portion of the Land and Water Conservation Fund which requires that, in carrying out its responsibility for land protection in federally administered areas, each agency using the fund will follow the procedures listed below:

Identify what lands or interests in land need to be in federal ownership to achieve management purposes consistent with the public objectives for the unit.

Use to the maximum extent practical cost-effective alternatives to direct federal purchase of private lands and, when acquisition is necessary, acquire or retain only the minimum interests necessary to meet management objectives.

Cooperate with landowners, other federal agencies, state and local governments, and the private sector to manage land for public use and resource conservation.

Formulate, or revise as necessary, plans for land acquisition and resource use or protection to ensure that sociocultural impacts are considered and that the most outstanding areas are adequately managed.

In response to this policy, the National Park Service requires that a land protection plan be prepared for each unit of the national park system that contains private or other nonfederal lands or interests in land within its authorized boundary.

The guiding principle of each land protection plan is to ensure the protection of that unit of the national park system consistent with the stated purpose for which it was created and administered. Land protection plans are intended to accomplish several tasks:

Determine what lands or interests in land need to be in public ownership and what means of protection other than fee acquisition are available to achieve the purpose of the unit as established by Congress.

Inform landowners of National Park Service intentions to buy land or protect it through other means.

Help managers identify priorities for making budget requests and allocating available funds to protect land and unit resources.

Find opportunities to help protect the unit by cooperating with state or local governments, landowners, and the private sector.

A major issue addressed by this plan is the potential for increased traffic on the park road associated with new visitor accommodations that might be built on private lands in the Kantishna Hills. It has been demonstrated that traffic causes avoidance behavior by some wildlife, and one of the objectives of the general management plan is to reduce traffic levels on the road (see the discussion of visitor use and general development in the "General Management Plan" section of this document). Another issue is the protection of important habitat for caribou and wolves that inhabit lands inside the park for much of the year but also utilize adjacent lands.

This plan does not constitute an offer to purchase lands or interests in land; neither does it diminish the rights of nonfederal landowners. The plan is intended to guide subsequent land protection activities subject to the availability of funds and other constraints.

The land protection plan will be reviewed every two years by the superintendent to determine if revisions are required. The superintendent will maintain current land status information, which will be available for review at the park headquarters. If the plan requires revision other than routine updating of land status information, all affected landowners and the general public will be notified and provided a 60-day public comment period.

PURPOSE OF THE PARK AND RESOURCES TO BE PROTECTED

SIGNIFICANCE AND PURPOSE OF THE PARK

Denali National Park and Preserve encompasses an internationally significant subarctic ecosystem that serves as a baseline for the study of comparable environments around the world. The original purposes in establishing the park in 1917 were to preserve wildlife, "natural curiosities," and "scenic beauties" for the benefit and enjoyment of the people. These purposes were reinforced by ANILCA when the park was enlarged in 1980. A more detailed description of the legislated purposes of the park is provided in appendix B.

RESOURCE DESCRIPTION

Denali is primarily a natural area known for its outstanding Alaskan wildlife and the highest mountain in North America. A detailed description of the park's resources is contained in the "Affected Environment" section of this document.

LEGISLATIVE AUTHORITIES

Passage of ANILCA provided a general framework for land protection for the newly established conservation units in Alaska. Section 1302 contains the general authorities for land acquisition (see appendix K). The secretary of the interior is authorized to acquire, by purchase, donation, exchange, or otherwise, any lands or interests in land within the park and preserve. However, any lands or interests in land owned by the state and local governments or by native village and regional corporations may be acquired only with the consent of the owners. In addition, lands owned by natives, allotted under the Alaska Native Claims Settlement Act, who received title to the surface estate of lands from a village corporation as a primary place of residence, business, or subsistence campsite (section 14(c)(1)) or from the secretary of the interior as a primary place of residence (section 14(b)(5)) may be acquired only with the consent of the owner unless the secretary determines that the land is no longer being used for the purpose for which it was conveyed and that the use is or will be detrimental to the purposes of the preserve.

Native allotments or other private small tracts may be acquired without consent only after offering an exchange for other public lands of similar characteristics and like value and if the owner chooses not to accept the exchange. Exchanges are complicated by selections and past conveyances of lands within the state and by the lack of suitable substitute lands.

No improved property may be acquired without the consent of the owner unless the acquisition is necessary for the protection of resources or for protection of the values listed in ANILCA. When an owner of improved property consents to exchange lands or to sell to the United States, the

owner may retain a right of use and occupancy for noncommercial residential and recreational use by agreement with the National Park Service.

Section 1302(i)(1) and (2) of ANILCA authorizes the secretary of the interior to acquire, by donation or exchange, state-owned or validly selected lands that are contiguous to the park. Any lands so acquired will become part of the conservation unit without reference to the 23,000-acre restriction included in minor boundary adjustments as defined in section 103(b).

Section 103(c) states that only the public land within the boundaries of any conservation system unit is included as a portion of the unit. The state, native, and other private lands within the boundaries are not subject to regulations applicable solely to the federal lands. If conveyed to the federal government under the provisions cited above, such lands become part of the preserve and are subject to the federal regulations.

In addition to complying with the above legislative and administrative requirements, the National Park Service must administer the area as a unit of the national park system pursuant to the provisions of the act of August 25, 1916 (39 Stat. 535) as amended and supplemented, and in accordance with the provisions of title 16 of the United States Code, title 36 of the Code of Federal Regulations, and other applicable laws. The National Park Service has jurisdiction over federally owned lands in the unit.

RESOURCE MANAGEMENT AND VISITOR USE OBJECTIVES

The general management plan proposes to protect sensitive wildlife habitat on the north side of the Alaska Range by decreasing vehicle traffic. Increases in visitor use will be accommodated by increasing buses on the park road as private vehicles are reduced and studies confirm that such increases are permissible, and by opening up a second visitor service and activity center on the south side of Denali. Natural resources will be monitored, and activities found to have an adverse effect on resource values will be modified or eliminated. These proposals are described in more detail in the "General Management Plan" section of this document.

Specifically, the land protection objectives at Denali are to preserve and protect the park's natural and cultural values from the adverse effects of incompatible activities and to protect the visitor experience from intrusive development. Resources that are particularly susceptible to damage and therefore most in need of protection are wildlife habitat, water quality, scenic quality, and recreational value.

LANDOWNERSHIP AND USES

CURRENT LAND STATUS INSIDE THE PARK AND PRESERVE BOUNDARY

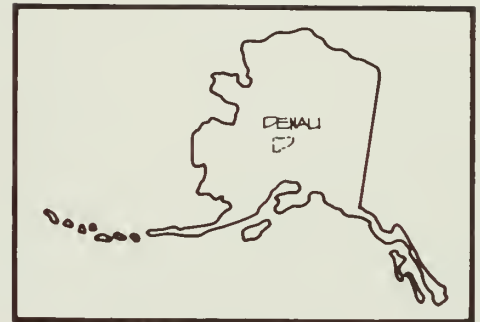
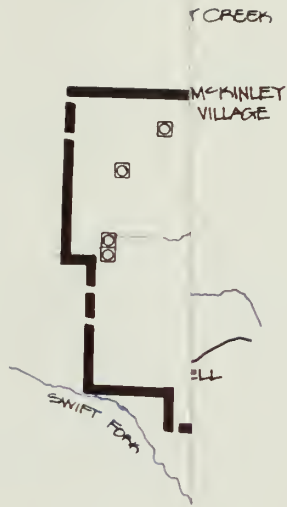
At the present time 70,576 acres of land within the boundaries of Denali National Park and Preserve is either in nonfederal ownership or under application. These nonfederal lands or interests are owned or held by the state of Alaska, Alaska native regional and village corporations and groups, and private individuals (table 4). State lands account for 10 percent of these nonfederal lands. An additional 8,400 acres, more or less, of unpatented mining claims exist within Denali. While the surface estates of unpatented mining claims are retained in federal ownership, these lands remain encumbered by mineral rights. Rights-of-way for the Alaska Railroad and the George Parks Highway traverse the eastern edge of the park.

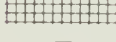
For the most part the nonfederal lands are concentrated in three specific areas of the park. The Kantishna Hills contain 292 patented and unpatented mining claims and some small tracts of private land. The Cantwell/Dunkle Mine area contains 163 unpatented mining claims along with state and regional and village corporation lands under application. An area near Lake Minchumina in the preserve contains state, regional corporation, and native group lands under application (some covering entire townships) and some small tract entries and cemetery sites. The state submerged lands of concern in Denali are the navigable portions of the Tokositna, Kantishna, and Muddy rivers. These lands are shown generally on the Land Status map. Individual tracts are listed in appendix L.

COMPATIBILITY OF LAND USES

The National Park Service is required to examine existing and potential uses of nonfederal lands within the park and preserve to determine if these uses are compatible with the purposes for which the unit was established (ANILCA, section 1301).

The following lists of compatible and incompatible uses of nonfederal lands in the park and preserve are presented to publicly inform landowners about what uses of nonfederal lands are generally compatible with the purposes of the unit and what uses will cause the National Park Service to initiate actions to protect park and preserve resources and values. These lists are intended to serve as general guidelines for both park managers and nonfederal landowners. Because all possible uses of nonfederal lands cannot be anticipated, and because other compatible and incompatible uses may exist, the following lists are not intended to be all-inclusive.



-  NATIVE REGIONAL CORPORATION
-  STATE LANDS AND APPLICATIONS
-  NATIVE VILLAGE CORPORATION
-  CEMETERY SITE OR HISTORIC PLACE
-  PATENTED MINING CLAIMS
-  SMALL TRACT ENTRIES
-  UNPATENTED MINING CLAIMS AND NATIVE ALLOTMENTS
-  DENALI NATIONAL PARK AND PRESERVE BOUNDARY
-  AIRSTRIP
-  GLACIER

Note: Land status is subject to change as various conditions affecting land status are resolved (for example, navigability determinations; state and native land conveyances, rejections, or relinquishments; right-of-way, easement, and small tract adjudication). Beds of inland navigable rivers and lakes, tidelands, and submerged lands beneath marine waters are state owned.



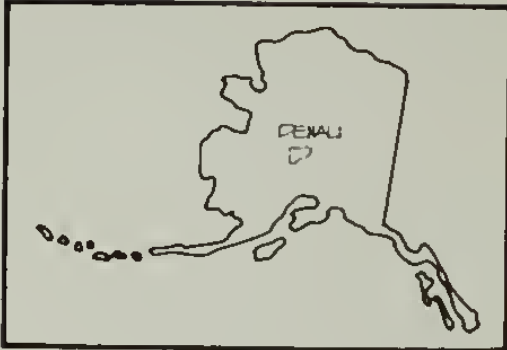
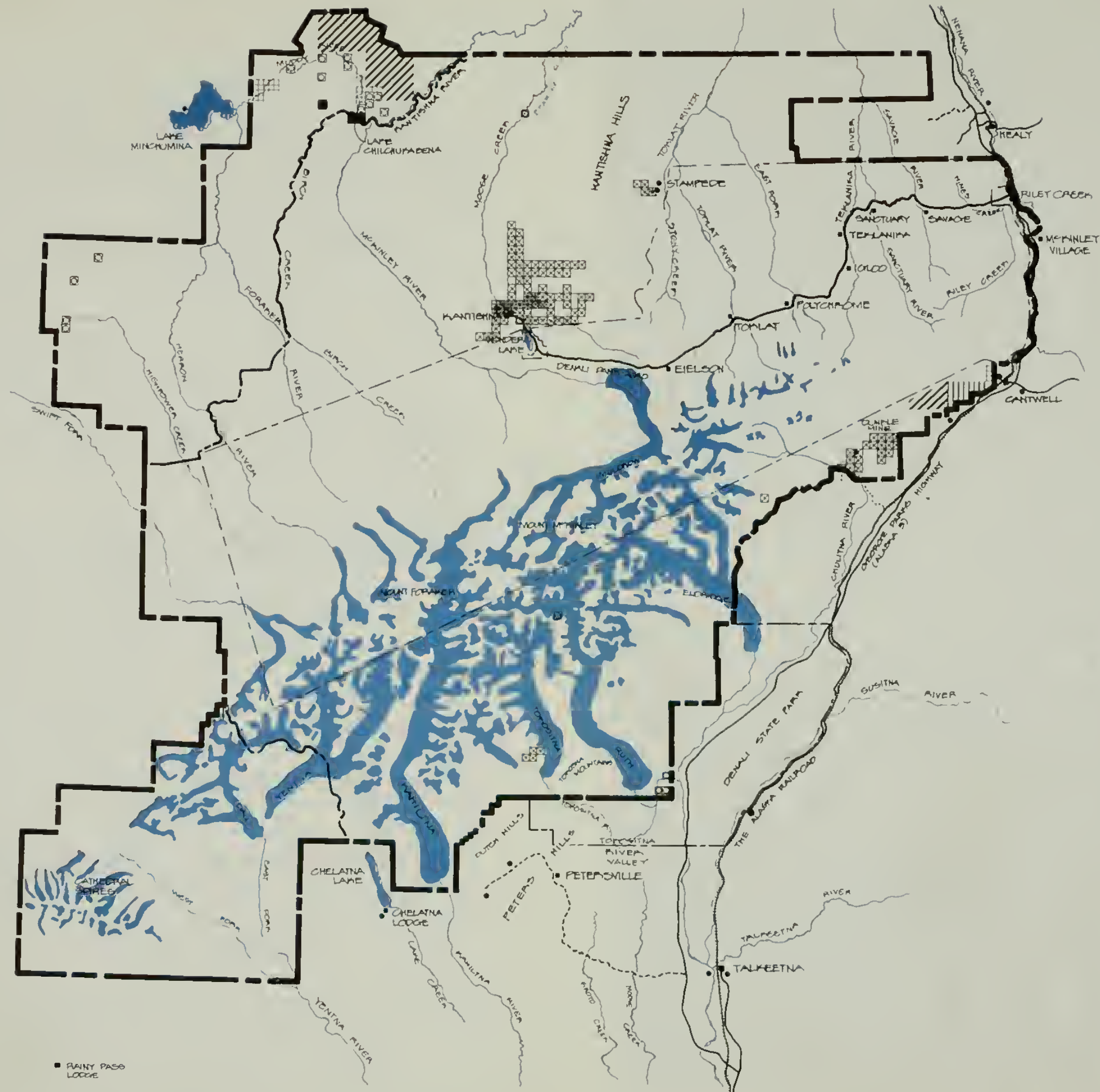
■ RAINY PAIN LODGE



LAND STATUS

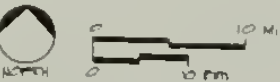
Denali National Park and Preserve
United States Department of the Interior
National Park Service

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-  NATIVE REGIONAL CORPORATION
-  STATE LANDS AND APPLICATIONS
-  NATIVE VILLAGE CORPORATION
-  CEMETERY SITE OR HISTORIC PLACE
-  PATENTED MINING CLAIMS
-  SMALL TRACT ENTRIES
-  UNPATENTED MINING CLAIMS AND NATIVE ALLOTMENTS
-  DENALI NATIONAL PARK AND PRESERVE BOUNDARY
-  AIRSTRIP
-  GLACIER

Note: Land status is subject to change as various conditions affecting land status are resolved (for example, navigability determinations, state and native land conveyances, rejections, or relinquishments, right-of-way, easement, and small tract adjudication). Beds of inland navigable rivers and lakes, tidelands, and submerged lands beneath marine waters are state owned.



LAND STATUS

Denali National Park and Preserve
United States Department of the Interior
National Park Service

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■ RAINY PASS LODGE

Compatible Uses

residential, recreational, or subsistence activities that do not adversely affect wildlife or other values on adjacent federal lands

repair, replacement, or minor modification of existing structures whose appearance blends with the undeveloped character of adjacent federal lands

limited construction of new structures whose appearance blends with the undeveloped character of adjacent federal lands

Incompatible Uses

activities that damage or contribute to damage of archeological or historical resources (e.g., increased recreational use, artifact collection, new construction)

activities that result in water pollution, sedimentation, or other impairment of fish spawning, rearing, feeding and overwintering habitat, or other surface or ground waters (e.g., logging, mining, waste disposal)

surface-disturbing activities that disrupt drainage patterns, accelerate erosion, and increase runoff and sediment loads, or which unduely change the visual character of the park and preserve (e.g., construction of roads and airstrips)

activities that impair wildlife's use of habitat on adjacent federal land (e.g., land disposals for residential or commerical use, habitat manipulations affecting distribution of wildlife)

hunting or trapping that impairs the natural condition of wildlife populations on adjacent federal lands

disposal of refuse in a manner that attracts bears, pollutes water resources, or otherwise impairs public health and safety

blocking public access when and where no other feasible options for public access occur (e.g., no easements to key beach areas or other features)

major new commercial development or subdivision of land that would promote major land use changes

Table 4: Land Status
(January 31, 1986)

<u>General</u>	<u>Acres</u>
National park	4,716,726
National preserve	1,311,365
Total park and preserve	6,028,091
Park wilderness	2,124,783
Preserve wilderness	0
Total park and preserve wilderness	2,124,783
<u>Ownership Summary</u>	
Park	
Federal	4,699,183
Nonfederal	1,797
Land under application	15,746
Preserve	
Federal	1,258,332
Nonfederal	800
Land under application	52,233
Total federal	5,957,515
Total nonfederal	2,597
Total land under application	67,979
<u>Denali National Park</u>	
<u>Nonfederal Interests</u>	
State of Alaska (application)	5,663
State of Alaska, navigable waters/shorelands	
Tokositna River (within T30N R6W)	510
Ahtna Regional Corporation (patent or interim conveyance)	375
Ahtna Regional Corporation, ANCSA 14h8 (application)	7,860
Cantwell Village Corporation (application)	1,382
2 cemetery/historical sites (application)	185
3 headquarters sites (patent)	15
2 homesites (patent)	10
1 homestead settlement (patent)	15
14 mineral patents (34 lode claims)	667
3 mineral patents (9 placer claims, application)	178
1 small tract sale (patent)	5
1 small tract lease (patent)	5
3 trade and manufacturing sites (patent)	194
2 privately held parcels (part of mineral patent no. 01231470)	1
--Overlapping Application--	
State of Alaska and Cantwell Village Corporation (application)	478
Total nonfederal interests	17,543

<u>Denali National Park (Cont.)</u>	<u>Acres</u>
<u>Major Waters (included in federal and nonfederal land)</u>	
Bearpaw River, from mouth to Glacier Creek (BLM advisory)	540
Wonder Lake	630
Total major waters	<u>1,170</u>
<u>Other Nonfederal Interests</u>	
State of Alaska/Alaska Railroad right-of-way (exclusive use easement)	835
University of Alaska mineral interests in 5 previously patented claims (Stampede Mine)	71
251 lode mining claims (unpatented)	5,020*
169 placer mining claims (unpatented)	3,380*
<u>Denali National Preserve</u>	
<u>Nonfederal Interests</u>	
State of Alaska (application)	640
Doyon Regional Corporation, ANCSA 14h8 (application)	22,662**
Doyon Regional Corporation (application)	25,181
Minchumina Native, Inc. (native group application)	3,010
1 cemetery/historical site (application)	630
6 native allotments (10 parcels, approved or conveyed)	800
1 native allotment (1 parcel, application)	110
Total nonfederal interests	<u>53,033</u>
<u>Major Waters (included in federal and nonfederal land)</u>	
Chilchukabena Lake	2,145***
Kantishna River (BLM advisory)	1,895
Muddy River (BLM advisory)	<u>1,230</u>
Total major waters	5,270

* Based on 20 acres per claim.

**Includes 1,030 acres lying within Chilchukabena Lake.

***Includes 1,030 acres under Doyon ANCSA 14h8 application.

EXISTING AND POTENTIAL USES

The existing and potential uses of nonfederal lands are described below.

Native Regional and Village Corporations. ANCSA established native shareholder corporations and enabled them to make applications for land selections. Two regional corporations--Doyon, Limited, and Ahtna, Incorporated--have made prior-right applications for lands within Denali National Park and Preserve, but only a small portion of these lands have been conveyed. ANILCA, section 906(a), provides that "at such time as the entitlement of any Native Corporation to land under the Alaska Native Claims Settlement Act is satisfied, any land within a conservation unit selected by such Native Corporation shall, to the extent that such land is excess of its entitlement, become part of such unit and administered accordingly."

Doyon has developed long-term plans for its selected lands if conveyance takes place. The corporation has indicated an interest in developing tourist recreational facilities within the next 10 to 15 years in the vicinity of Lake Chilchukabena, where access would be provided by float planes. Planning is in a very early stage, but managers foresee developing a large lodge facility rather than cabin sites, if warranted by future demand.

Ahtna currently has no plans for its application lands within the park boundary. Park managers believe these sections, and also the sections selected by the Cantwell Village Corporation (which has since merged with the regional corporation) will be relinquished.

The Minchumina native group has selected several sections within the preserve boundary. Potential uses of group selections will likely concentrate on subsistence use, but they may include commercial guiding or development.

Small Private Tracts. Existing uses of the scattered small tract entries include a mountaineer staging camp in the Ruth Amphitheater, recreational lodges in the Kantishna area, homesteads, cabin sites, and subsistence activities. Future uses of these tracts could include additional private or commercial development. The uses of these tracts at present levels and for existing purposes are deemed compatible and are not seriously affecting park resources. Any additional traffic on the park road may have an adverse effect on wildlife and wildlife viewing.

Native Allotments. Applications for parcels up to 160 acres within the preserve have been filed under the 1906 Alaska Native Allotment Act. Uses of these lands by their owners may include private and commercial development and use of renewable resources, but not development of coal, oil, or gas. To date these allotments have occasionally been used for subsistence and recreational purposes.

Cemetery/Historic Sites (ANCSA 14(h)(1) sites). Three sites within the park and preserve have been selected based on their importance to native

cultural heritage. However, since the lands containing the selections were already reserved at the time of the selection, it appears that they will not be conveyed and will remain in federal ownership.

State of Alaska. The Submerged Lands Act of 1953 and the Alaska Statehood Act of 1958 provide for state ownership of the beds of navigable waters to the "ordinary high water mark." Determination of what waters are navigable is an ongoing process in Alaska at both administrative and judicial levels. A 4-mile segment of the Tokositna River has been determined to be navigable, and title therefore lies with the state of Alaska. The matter of navigability of portions of the Kantishna and Muddy rivers is still in adjudication. If portions are determined to be navigable, ownership of the submerged lands will lie with the state. Potential uses of state-owned submerged lands include gravel extraction, placer mining, and oil and gas development.

The state has applied for adjacent lands along the eastern boundary of the park and adjacent lands in the Minchumina region. The state has no plans at present to subdivide these selections if they are conveyed (draft "Tanana Basin Plan," 1984). Future uses could include subdivision, commercial development, and oil, gas, or mineral development.

Mining Claims. Existing and potential mining and mineral development in the Kantishna Hills/Dunkle Mine area are addressed extensively in two documents: the Environmental Overview and Analysis of Mining Effects (NPS 1981a) and the Final Environmental Impact Statement, Kantishna Hills/Dunkle Mine Study (USDI 1984). The latter document was prepared for the Alaska Land Use Council by an interagency work group and examines several alternatives for future uses of the mining areas. Based on this study the Alaska Land Use Council has recommended the implementation of a mineral leasing program for the Kantishna Hills area and has recommended status quo management for the Dunkle Mine area on the south side of the Alaska Range. These recommendations have been forwarded to Congress. The implementation of a mineral leasing program would require an act of Congress, since the park and preserve are currently closed to all forms of new mineral entry. Until such time as Congress may act upon the recommendations of the council, both the Kantishna Hills and Dunkle Mine areas will continue to be managed according to existing applicable laws and regulations.

The assumption is made in the environmental impact statement on the Kantishna Hills/Dunkle Mine study that if mining is increased substantially on existing patented and unpatented mining claims in the Kantishna Hills, a new mining access road will be required to handle the additional mining traffic between the state highway system and the Kantishna Hills. As stated in the environmental impact statement, "this access route would require applying title XI of ANILCA and necessary additional environmental analysis and compliance with the National Environmental Policy Act for the project. Title XI requires all feasible access corridors to be evaluated, and an additional EIS would have to be prepared." The National Park Service does not support either an expanded mineral leasing program or a new mining access road.

EXTERNAL CONDITIONS AFFECTING LAND PROTECTION

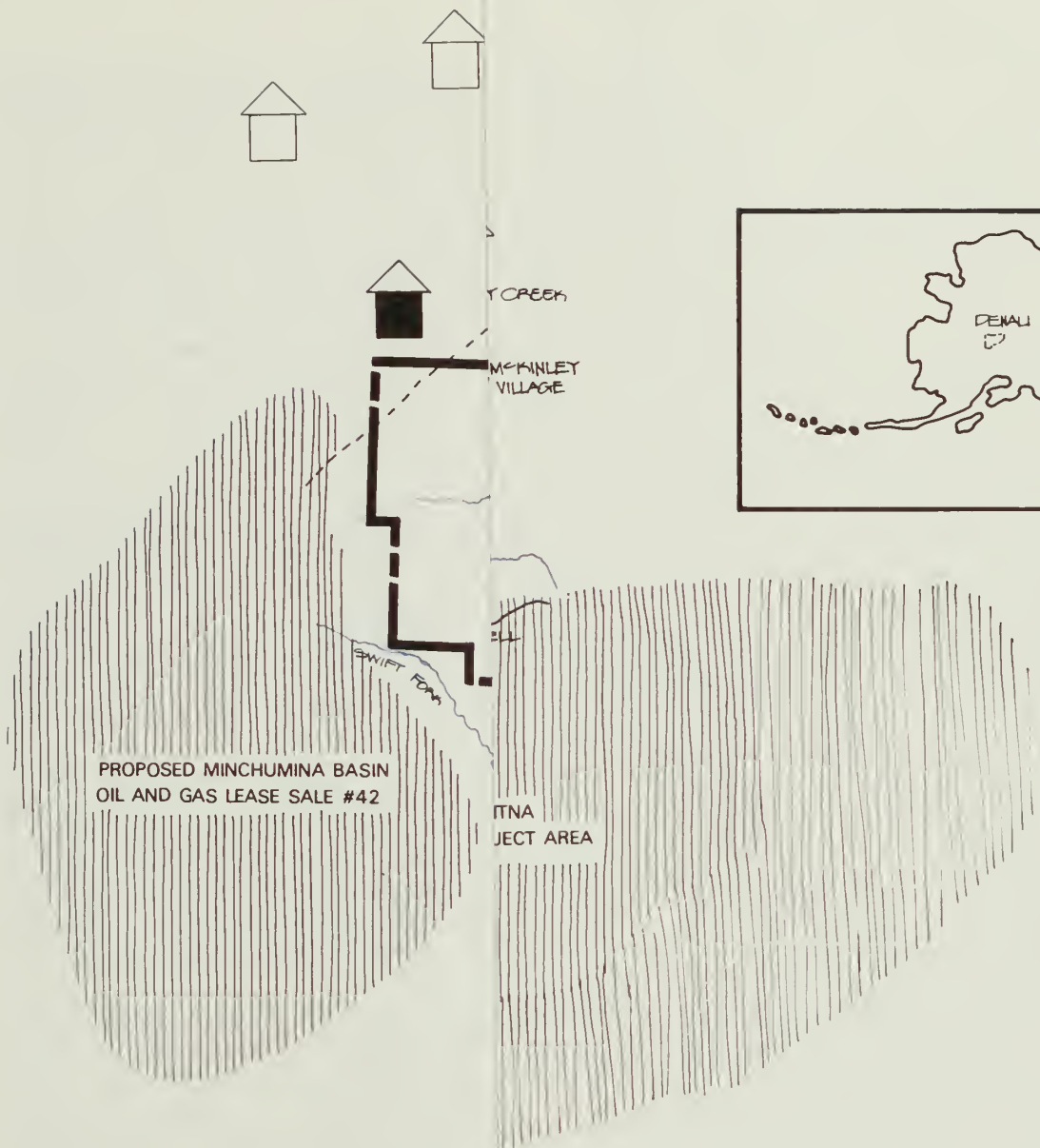
The National Park Service may not acquire interests in land outside the unit with two exceptions: Section 103(b) of ANILCA provides for minor boundary adjustments up to 23,000 acres, and section 1302(i) allows for the acquisition of contiguous state lands through exchange or donation. Protection of resources and the visitor experience can be affected by adjacent land uses in a positive way, if the uses are compatible with the purpose of the park, or in a negative way if they are incompatible.

Activities occurring outside the park and preserve boundary which could affect resource protection and visitor use include mining, oil and gas exploration and development, state and federal land disposal and subsequent future development, transportation development, the construction of the Susitna hydroelectric project and related utilities, and future activities on adjacent native lands. None of the potential problems identified in this section are expected to seriously affect park resources in the next two years, which is the time frame for land protection recommendations. Appropriate responses to external influences will be determined if potential problems materialize, and the "Land Protection Plan" will be revised every two years to reflect new management needs and priorities.

The National Park Service will continue to monitor activities in areas adjacent to the park, to identify factors that might have harmful effects on the park. Park managers will work with state and borough planning teams and private individuals to recommend actions that would avoid or mitigate impacts on park resources.

Mining. Metallic, coal, and limestone deposits and potential oil and gas reserves lie outside the park and preserve. The Usibelli Mine, operated by the Usibelli Coal Company, is the only active coal mine in the vicinity of the park. It currently is the site of extensive surface mining activity (Plangraphics 1983). The coal is transported by railroad to Fairbanks and Seward. According to the Alaska Division of Mining, a three- to four-fold increase in coal mining over the next 10 to 15 years will likely result from sales to Pacific Rim countries. Park managers foresee no significant impacts.

Numerous gold mining claims exist in the Yentna mining district (see the Regional Influences map). The rising price of gold in the late 1970s resulted in extensive new claim staking, primarily along Cache Creek, upper Peters Creek, and the Kahiltna River, and at Mount Fairview. Placer mining in this area is not expected to increase substantially over the next 20 years, but access will be improved (ADNR 1984). The Matanuska-Susitna Borough is requesting priority consideration for construction of an all-weather road across the mining district to the Fairview mountain group in addition to reconstruction of the Petersville Road. Improved access would serve mining, private land development, recreation, sport hunting, and fishing, and it would potentially offer alternative access to the national park for backcountry use. The Petersville Road vicinity supports the most intense hunting activity in the



STATE LAND PROPOSED FOR SETTLEMENT

STATE LAND DESIGNATED FOR MINING

EXISTING MINING

MINCHUMINA LAND SETTLEMENT AREA

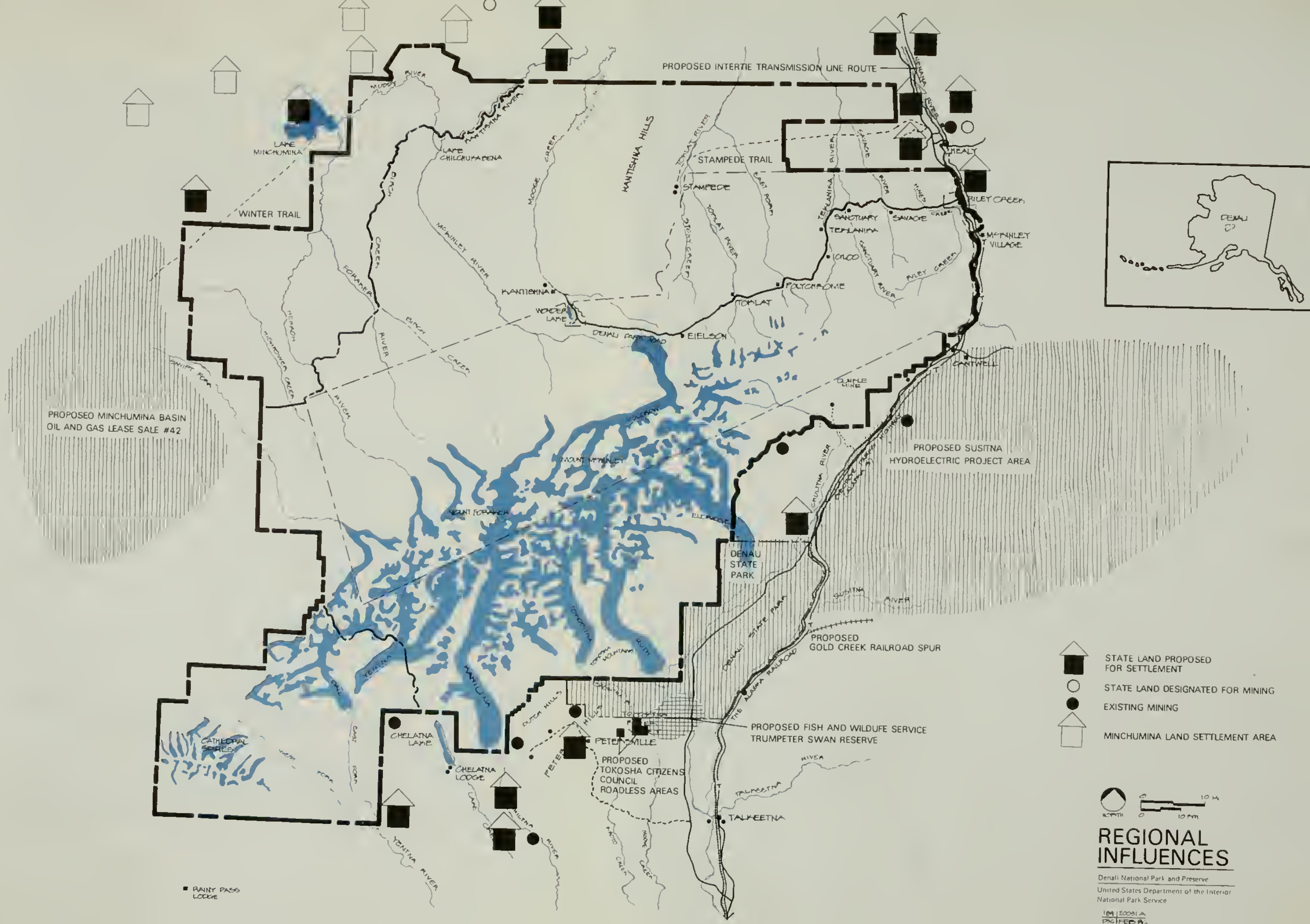


REGIONAL INFLUENCES

Denali National Park and Preserve
United States Department of the Interior
National Park Service

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■ RAINY PASS
LODGE



REGIONAL INFLUENCES

Denali National Park and Preserve
 United States Department of the Interior
 National Park Service

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area, and increased access by sport hunters might necessitate additional monitoring during the hunting season to ensure that no sport hunting occurred within the national park boundary.

Mining claims in the Chulitna mining district are concentrated primarily in the Dunkle Hills area (inside the park boundary) and from the Golden Zone Mine on adjoining lands southwesterly for several miles to the Eldridge Glacier. The Golden Zone Mine has been productive in the past and currently is being reactivated to the extent of improving access along the four-wheel-drive road that connects the area with the George Parks Highway at Colorado Station. The road is not open for public use at present, but it potentially could offer access for recreationists in the future. Other claim groups in this area are being actively explored.

Oil and Gas Development. As part of the state's five-year oil and gas leasing program, the state proposed the lease sale of 960,000 acres in the Minchumina Basin adjacent to the park and preserve. A notice of delay has been issued for sale number 42 because of a lack of industry interest. The sale, originally scheduled for January 1984, may still be held in the future, although petroleum potential is considered low (ADNR 1984). No federal inland oil and gas lease sales are proposed for the area adjacent to the park and preserve.

If oil and gas development does occur, the following associated impacts could result: disruption of traditional subsistence use in and near Denali, disruption of natural fire processes and consequent damage to natural wildlife populations, increased costs for managing the Tanana-Minchumina interagency fire management plan, and new pressures to build roads, which would alter the lifestyle of present residents and change the character of the area.

The Yukon Pacific Corporation is currently evaluating the potential for constructing a gas pipeline from Fairbanks to Anchorage. The pipeline would be added to the Nenana River transportation and utility corridor, which parallels the park's eastern boundary. The company would be required to apply for a right-of-way permit from the Bureau of Land Management and to complete an environmental impact statement before approval could be granted to build along federal portions of the pipeline corridor (BLM 1984). Details and impacts of this proposal are not yet available, but they would be analyzed thoroughly in the environmental impact statement.

Federal and State Land Disposal Programs. The Bureau of Land Management opened approximately 10,000 acres of land adjacent to the park boundary in the Minchumina block to settlement under the Trade and Manufacturing Site, Homesite, and Headquarters Site Laws. The opening was to provide settlement opportunities for the general public commencing in December 1981. Since then many notices of location have been submitted for the block closest to the park boundary, but only one location has been field-examined and approved (BLM 1984). The central Yukon resource management plan, due to be completed in July 1985, will address this and other BLM land issues in the vicinity of the park.

As part of its land disposal program, the state of Alaska is subdividing parcels for land settlement. The "Susitna Area Plan" and the "Tanana Basin Plan," both in preparation by the Alaska Department of Natural Resources in cooperation with other agencies, will make recommendations for classifying state lands and develop policies and guidelines for these lands. At this point in the planning process, recommendations are being made to slow the pace of land sales. For example, in the Susitna area the current pace of disposing of 20,000 to 30,000 acres per year will be slowed to approximately 7,000 acres per year (ADNR 1984).

Generally the state lands adjacent to the park have been classified for the primary uses of recreation, habitat protection, and water resource protection, all of which are compatible with park purposes. Possible secondary uses of these lands include oil and gas development, which could potentially interfere with traditional subsistence uses or degrade natural values within the park. The state plans to dispose of several parcels within 6 miles of the park and preserve boundary; these lands are primarily along the George Parks Highway.

Additionally, the National Park Service remains concerned over the potential for strip development along the George Parks Highway, particularly in the vicinity of the Riley Creek entrance, and it supports the implementation of the recommendations in Scenic Resources along the Parks Highway as a means of avoiding this sort of visually intrusive development. The study recognizes the outstanding visual quality of the Riley Creek area and recommends that it remain free of development. Residential and commercial development will more appropriately remain concentrated in the McKinley Village area.

Alaska State Park System. The 1982 Southcentral Region Plan outlines recommendations for Denali State Park over the next 10 years. These include boundary adjustments, updating the management plan, completing the trail program and management plan development phases, staffing for visitor information services at Byers Lake, and reconsidering joint management agreements with the National Park Service. All of these recommendations are compatible with the land protection goals of the National Park Service.

The development of a major visitor activity center on state park lands, as proposed in the NPS plan for Denali National Park and Preserve, will constitute a major change in the management of Denali State Park. Future cooperative planning regarding this proposal is called for in a memorandum of understanding between the National Park Service and the Alaska Departments of Natural Resources and of Transportation and Public Facilities (see appendix E). Cooperation among all concerned agencies will help ensure that future development and use are fully compatible with the objectives for both the state and the national parks.

Recently Denali State Park was opened to hunting. The National Park Service will continue to work with the state to minimize the effects that hunting might have on increased recreational use as envisioned in the general management plan for Denali National Park and Preserve.

Transportation. A demand for access has accompanied the parceling of state land. Most subdivided parcels are either accessible by air or are close to existing roads. Future roads will be provided by the borough or by the Alaska Department of Transportation. Currently there are no plans for the borough to provide roads in the vicinity of the park other than in the Petersville area, as described in the mining section.

The potential for state road development is described in the draft "Interior Alaska Transportation Study" (ADOT 1983). One of the potential roads identified in the study would go from Healy to McGrath, with a possible spur road south into Kantishna along the Kantishna drainage. Another possible road corridor would follow the Stampede Trail beyond its current terminus to the Kantishna mining area. This latter road would be 75 miles long, cost approximately \$100 million to \$150 million to build, and provide access primarily for miners. At present, the Stampede Trail is passable by most vehicles for the first several miles, negotiable by four-wheel-drive vehicles for several additional miles, then deteriorates into a tractor trail. There are no current plans to upgrade the trail. Further consideration of any roads into Kantishna should await Congress's decision regarding the status of the Kantishna Hills and would be subject to more detailed study and environmental compliance.

The state of Alaska has negotiated the transfer of the Alaska Railroad from the federal government to the state. As part of the transfer the secretary of transportation has conveyed to the Alaska Railroad Corporation, a public corporation of the state, an exclusive-use easement of not less than 200 feet along the railroad to be used for "railroad purposes" and also for "such other transportation, transmission, or communication purposes for which lands subject to such easement were utilized as of the date of enactment of this Act" (January 14, 1983, 45 USC 1203).

Utility Development. The Alaska Power Authority has submitted an 18-volume license application to the Federal Energy Regulatory Commission for the development of a major hydroelectric project on the Susitna River, southeast of the park and preserve. Briefly, the project entails constructing two dams, reservoirs, a permanent townsite, temporary camps, an access road from the Denali Highway, a railroad link from Gold Creek, and transmission lines to deliver power to the railbelt. Depending on the granting of the license, the preparation of an environmental impact statement, public hearings, and financing, the project is scheduled for construction beginning in 1987 and reaching a peak in 1990. A work force of 3,500 could be operating in the area by 1990, quadrupling the population of Cantwell and doubling the populations of small communities like Trapper Creek. Visitation to the national park and preserve might increase with the surge in nearby populations, even though recreational facilities would be provided within the dam construction area. Traffic along the George Parks Highway would increase and stimulate additional commercial development. Competition for fish, wildlife, and other resources would increase, and the rapid growth of Cantwell might affect the movements of the Denali, Nelchina, and Yanert caribou herds. Transmission lines would connect with the intertie utility lines currently

under construction, and the number of lines from Willow to Healy, which are visible from the park, would double.

The Alaska Power Authority has constructed an intertie transmission line between Willow and Healy that involves erecting 100-foot towers at 1,300-foot intervals along the route shown on the Regional Influences map. The lines and towers, which pass through the Yanert Valley, are partially visible from the national park entrance. This corridor will be the defined route for other future utility transmission from Anchorage to Fairbanks, and the National Park Service will continue to work with the Alaska Power Authority to mitigate the visual impacts of any future development along the Parks Highway and the park boundary.

Adjacent Native Lands. Doyon does not currently intend to develop the Telida tract of native land west of the preserve, and the corporation will promote subsistence use of the area. Further west on the Nikolai tract, studies have indicated, there is potential for developing coal for liquefaction. The future development of the coal deposits might influence transportation systems in the region.

Ahtna is developing a placer mining operation on Valdez Creek east of the park boundary, but otherwise it is not pursuing major developments in the vicinity of the park and preserve.

Cook Inlet Region does not intend to select lands in the vicinity of the park, at least not until native village selections have been made. At present, small native villages in this area are applying for group status to enable them to select lands. Potential uses of these lands if they were eventually selected would likely be limited to subsistence, but they could include mineral and commercial development.

SOCIOCULTURAL CHARACTERISTICS

Denali National Park is primarily a natural area, and the sociocultural resources are directly linked to the natural features. Native and nonnative subsistence users in the areas added by ANILCA continue time-honored traditional hunting and trapping lifestyles. In many cases these people have trapping cabins or have applied for lands used in their ancestral hunting areas. These lands are for the most part in the northern additions near Lake Minchumina. Also included are three cemetery sites near these traditional lands.

PROTECTION ALTERNATIVES

The following alternatives would offer some degree of protection to the park's nonfederal lands. Each alternative is analyzed with respect to its application, sociocultural impacts, and potential effectiveness in land protection. The alternatives considered include regulations, cooperative agreements, the Alaska Land Bank, coordination with other agencies, zoning, less-than-fee acquisitions (easements), and fee simple acquisition. Any of these alternatives could be used singly or in combination.

REGULATIONS

The following federal and state laws and authorities provide some protection for park resources.

Mining operations within the park are addressed by the Mining in the Parks Act of 1976 (16 USC 21-54) and its implementing regulations (35 CFR 9A). The regulations intend to minimize resource impacts by requiring operations to adhere to an approved plan of operations. Operations are monitored by NPS staff for compliance.

All private resource development activities on private, state, and federal lands must meet applicable state and federal environmental protection standards. These standards are cooperatively enforced by the Alaska Departments of Environmental Conservation and Natural Resources, the Environmental Protection Agency, and the National Park Service. Air quality must meet the standards for a class I area as established in the Clean Air Act amendments (42 USC 7401 et seq.) In Alaska the state's water quality standards are more restrictive than the EPA standards, and they are enforced by the Alaska Department of Environmental Conservation.

Section 1104 of ANILCA specifies the procedure for reviewing requests for rights-of-way for any transportation or utility system across public lands, and it establishes the criteria for approving or disapproving such requests. The access provision of section 1110 of ANILCA assures private landowners that they will be given "such rights as may be necessary to assure adequate and feasible access for economic and other purposes to the concerned lands," subject to reasonable regulations to protect park values.

Under the Alaska Anadromous Fish Act (Stat. 16.05.870), the commissioner of the Alaska Department of Fish and Game provides protection to specific rivers, lakes, and streams or parts of them that are important for the spawning, rearing or migration of anadromous fish. Bear-Paw River and its tributaries are on the list of specific rivers that are protected by this act. The act requires that any person or governmental agency desiring to construct a hydraulic project, to use, divert, obstruct, pollute, or change the

natural flow or bed of a specified river, lake, or stream, or to use wheeled, tracked, or excavating equipment or log-dragging equipment in the bed of a specified river, lake, or stream must notify the commissioner of this intention before beginning the construction or use.

Application. Regulations cannot usually provide for public use, but they can prevent harm to natural or cultural resources. For example, federal, state, and local regulations often impose strict limits on dredging or filling of wetlands that would destroy wildlife habitat or degrade water quality. It is much more difficult for regulations to absolutely prohibit an activity than to simply limit the type, amount, or intensity of the activity.

Sociocultural Impacts. Regulations may prevent individual landowners from using their land in some manner, but this restriction on individual freedom is imposed for the benefit of the community as a whole. The impact can be regarded as beneficial to the public at large.

Effectiveness. In parks where the impact of development is already evident, regulations are more likely to be effective in reducing adverse effects of major projects. In relatively pristine areas, regulations may be of little use in efforts to preserve natural systems from any intrusions of development. Regulations also are more likely to be effective where there is a good base of information about the impacts of certain activities on park resources.

COOPERATIVE AGREEMENTS

Application. Agreements are written descriptions of how two or more parties will take certain actions. Agreements can provide for the exchange or transfer of services, funds, or benefits. Some of the elements that could be addressed in an agreement for land protection include

access for resource management activities interpretive services
routine maintenance or restoration of structures law enforcement joint
review of permit applications enforcement of environmental protection
laws

Advantages of agreements include their flexibility, relative low cost, and ability to establish cooperative management arrangements. Disadvantages include the ability of one party to terminate on short notice and lack of permanent protection.

Sociocultural Impacts. Specific impacts are defined by the terms of the agreement. Since agreements allow current uses to continue and all parties have to agree to the terms, negative or adverse impacts are unlikely.

Effectiveness. Agreements are likely to be most effective for land owned by entities other than individuals. These include state or local governments, private nonprofit organizations, federal agencies, and corporations. Agreements are more likely to be workable with these groups than with individuals because organizations often have the necessary resources (staff, equipment, money) to make an agreement worth considering in the first place and to carry out the terms of the agreement over a long period of time.

Cooperative agreements are appropriate when both parties have similar or compatible management objectives. They can be used as interim protective measures when long-term goals cannot be immediately achieved. The expenditure of federal funds to provide permanent facilities is not generally allowed under short-term cooperative agreements.

ALASKA LAND BANK

ANILCA (section 907) established an Alaska Land Bank program to provide legal and economic benefits to native landowners and to provide for the maintenance of land in its natural condition, particularly where these nonfederal lands relate to conservation system units. Land bank agreements may contain provisions such as the landowner's responsibility to manage land in a manner compatible with the planned management of the park. The superintendent's responsibility is also defined. It may include technical and other assistance such as fire management, trespass control, resource and land use planning, and other services, with or without reimbursement as agreed upon by the parties involved. Native corporation lands (but not native allotments or small patented tracts) are immune from adverse possession, real property taxes, and assessments when included in the land bank. They are also immune from judgment in any action of law or equity to recover sums owed or penalties incurred by any native corporation or group or any officer, director, or stockholder of the corporation or group. Land bank agreements are particularly important in cooperating with native corporations that own large tracts of land in and adjacent to the preserve. Sociocultural impacts and effectiveness are essentially the same as cooperative agreements.

COORDINATION WITH OTHER AGENCIES

Actions by federal and local agencies to permit, license, or provide financial assistance for a project might have significant impacts on park resources. Under provisions of the National Environmental Policy Act, major federal actions are subject to public review processes to ensure adequate consideration of possible impacts on the environment. As a concerned land manager and neighbor, the park superintendent can ensure that other agencies are fully aware of any impacts proposed actions might have on park resources. Participation in public hearings and review processes is one means of expressing park concerns. Coordination also might be improved by memoranda of understanding or advance requests to agencies that the park be notified when certain

actions are being considered. Participation by the park staff in project or permit review processes encourages compatible designs, locations, and operating requirements for new construction.

ZONING

The Matanuska-Susitna Borough encompasses lands in the southern portion of the park and preserve. No zoning regulations have been applied, but they may be in the future, based on the area's proximity to Anchorage and Fairbanks and its potential for residential and commercial growth.

EASEMENTS

Landownership may be envisioned as a package of rights. Easements convey only some of those rights from one owner to another, while the other rights of ownership remain unchanged. Easements can be positive (such as conveying a right of access) or negative (such as limiting specific uses of the land).

Application. Easements are most likely to be useful under the following conditions:

Some, but not all, existing or potential private uses are compatible with park purposes.

Current owners desire to continue current types of use and occupancy of the land under conditions conveyed to the National Park Service.

Protection of scenic values or provision of access for the public or the Park Service is needed only over a portion of the land.

Specific easement terms can be constructed to fit the topography, vegetation, visibility, and character of existing or potential developments on each tract. Easement provisions to protect park resources may address the following points: clearing of vegetation; location and design of new access roads and utilities; density, height, design, and color in developments visible to the public; and access for management of natural and cultural resources.

Sociocultural Impacts. Individual and collective impacts will vary depending on the rights acquired. In most cases an easement continues the current conditions while compensating the owner for the loss of potential uses.

The development of specific easement terms for large tracts requires some detailed site planning to identify the most environmentally sensitive areas and those where development could be accommodated with minimal impacts. The development of specific easement terms can be a cooperative effort to

ensure that development follows traditional land use patterns or avoids any unnecessary disturbance of the natural system.

Effectiveness. Because easements are enforceable interests in property, they provide greater assurance of permanent protection than do agreements or zoning ordinances. Easements "run with the land" and are binding on future owners. Advantages of easements include

- continued private ownership and use subject to the terms of the easement

- lower initial acquisition costs than fee, and potential to protect more land

- reduced costs for NPS operations and maintenance

Disadvantages of easements as compared to fee include

- potential difficulty in enforcement of easement terms

- unfamiliarity of landowners with less-than-fee ownership

- relatively high costs of acquisition on undeveloped properties where no further development is compatible

- increased costs of monitoring the terms and conditions of easement provisions

FEE ACQUISITION

When all of the interests in land are acquired, it is owned in fee simple.

Application. Fee acquisition may be recommended when other methods of protection have been found to be inadequate, inefficient, or ineffective to meet management needs. Fee acquisition is most often appropriate under the following conditions:

- The land is needed for development of park facilities or heavy public use.

- The land must be maintained in a pristine natural condition, which precludes reasonable private use.

- The owner does not wish to sell less-than-fee interest.

- The land cannot be protected in accord with park purposes by other methods, or alternatives would not be cost-effective.

Sociocultural Impacts. This alternative has great potential for significant change in the life of an individual or community. Unless use and occupancy are reserved, residential dislocations result from acquisition.

Effectiveness. Fee-simple acquisition is the most effective and secure land protection alternative. Generally, it is also the most expensive form of land protection. Advantages of fee acquisition include

- permanent and complete NPS control over use of the land

- provision for public access and access by management

- ability to develop necessary facilities

- familiarity to landowners

- opportunity for continued private use under reservations of use and occupancy

Disadvantages of fee acquisition include

- initial acquisition costs

- maintenance and management requirements, especially for developed properties

- impacts on local community from the relocation of a previous owner or the removal of housing from the local market

METHODS OF ACQUISITION

There are four primary methods of acquisition of fee and less-than-fee interests in lands: donation, purchase, exchange, and relinquishment.

Donation. Landowners may be motivated to donate their lands or interests in land to achieve conservation objectives. The tax benefits of donation also may be an important incentive. Donations of fee are deductible from taxable income. Easement donations also may provide deductions from taxable income, but they are subject to certain IRS requirements to qualify as a charitable contribution. Landowners are encouraged to consult their qualified tax advisors to discuss the specific advantages of donations. NPS representatives may be able to provide some general examples of tax advantages, but they cannot provide tax advice or commitments of what deductions will be allowed by the IRS.

Exchange. Lands or interests in land may be acquired by exchange. The land to be exchanged must be located within Alaska and must be of approximately equal value. Differences in value may be resolved by making cash payments. The National Park Service will consider other federal lands within the authorized boundary as potential exchange lands to consolidate NPS jurisdiction over more manageable units.

Other federal lands in Alaska that become surplus to agency needs would normally go through disposition procedures, including public sale. The National Park Service will work with the Bureau of Land Management and

the General Services Administration to determine if any additional federal land may be available for exchange purposes.

Purchase. Acquisition by purchase requires funds to be appropriated by Congress or donated from private sources. Further funding for purchases depends primarily on future appropriations. Potential donations of funds or purchases by individuals or organizations interested in holding land for conservation purposes will be encouraged.

Relinquishment. State and native corporation lands under application may be relinquished, in which case ownership remains with the United States. The relinquishing entity can utilize the acreage being relinquished to acquire other lands outside the unit.

CLASSIFICATION OF STATE LANDS

The Alaska Department of Natural Resources, Division of Land and Water Management, is responsible for managing state lands that are not specially designated. This division classifies the state lands it manages. Types of classifications include "Resource Management," "Public Recreation," and "Wildlife Habitat." Classifications establish primary uses for state lands; however, multiple uses of classified lands can occur as long as these other uses are compatible with the designated primary use.

Application. Portions of the Kobuk River have been declared navigable, and therefore portions of the bed of the river are in state ownership. Future navigability determinations may affirm that portions of the beds of other rivers in the park are state owned. Additionally, state lands abut the northeastern boundary of the park. The National Park Service, or any individual or organization, can request that the Division of Land and Water Management classify or reclassify state lands. Classification of state lands may be useful in cases where the interests of the National Park Service and the state of Alaska are similar.

Sociocultural Impacts. Classifications of state lands is established through a public process. Any impacts on the people of the region and state would likely be identified and eliminated or minimized during the process. The uses of the lands subject to classification and the type of classification determine what impacts will result.

Effectiveness. Classification can provide protection for state lands within and adjacent to the park. Advantages of classification include no acquisition cost and no need to exchange lands. Disadvantages of classification include lack of permanent protection for park purposes.

RECOMMENDATIONS

The recommended land protection approaches for nonfederal land are discussed below. Information about specific tracts--owners, acreages, minimum interest needed for protection, justification, proposed method of acquisition, and priority--is included in appendix L.

The use of patented mining claims for new visitor facilities would conflict with the objective of the general management plan to reduce the traffic in the road corridor (refer to the discussion of visitor use and general development in the "General Management Plan" section of this document). The existing recreational uses of private properties in the Kantishna area are considered compatible; however, additional recreational use and facility development in this portion of the park would generate additional traffic on the park road and increase the problem of avoidance behavior by wildlife. To avoid this potential for adverse effects, the National Park Service will seek to acquire, through purchase, donation, or exchange, the surface estates to the mining properties to preclude large-scale recreational development. This action will allow mining activity to continue according to applicable laws and regulations (see appendix B). For the small private tracts an easement will be acquired to maintain compatible uses at existing levels.

The National Park Service will use existing authorities to minimize the adverse effects of ongoing mining activities. Validity determinations for unpatented claims will be completed as quickly as feasible to determine status. Wherever new mining activity might introduce development into a previously undisturbed area, the National Park Service will acquire the mineral properties in fee title, through donation, exchange, or purchase.

The National Park Service will seek a land exchange with the state of Alaska to place the "wolf townships" inside the northeast park boundary. These lands were recognized by Congress as important habitat for park caribou and wolf populations, and they are also used by park bears and moose. Acquisition of these townships is needed to protect the natural ranges of these populations from incompatible development and sport hunting. Specific concerns for the wolf townships are that the Savage wolf pack populations have dropped drastically in recent years and also that wintering caribou are particularly sensitive to human disturbances (NPS, Singer and Beattie 1984). Adding the wolf townships to the park would complete the habitat and range protection of the Toklat and Savage wolf packs and the wintering caribou herd.

This exchange of approximately 95,000 acres has been identified for possible consideration in the state of Alaska and is a recommendation of the draft "Tanana Basin Plan" (ADNR 1984). Lands involved are primarily state lands which recently have been excluded from the state land disposal program. A total of 41 small tract entries (206 acres total) have been patented by the state from previous small tract sales, and these will not be included in the exchange or relinquishment. Uses on these lands, which are primarily recreational, will be monitored for any

adverse impacts on wildlife within the new park boundary. The lands also include Eight-Mile Lake and portions of the Stampede Trail.

The secretary of the interior is authorized to acquire by donation or exchange available state lands contiguous to the park boundary by notifying Congress of this intention. If acquisition of these townships is possible only through an exchange, the National Park Service will consider exchanging certain lands of approximately equal acreage and value. Congressional approval is required to increase or decrease the total amount of land within the boundary by more than 23,000 acres.

The state intends to leave the wolf townships open to mineral entry and coal prospecting and leasing. However, the National Park Service recommends the exclusion of these lands from mineral entry until they are acquired by the federal government. Once the area is within the boundaries of the national park, it will be closed to mineral entry.

The national park and preserve boundary will be adjusted to follow natural geographic and hydrographic features wherever possible. The National Park Service proposes that much of the western boundary of the park follow the Swift Fork River. Placing the boundary along this natural barrier to the spread of fire will greatly enhance the fire protection afforded to state and native lands, consistent with the "Tanana-Minchumina Interagency Fire Management Plan." In addition, the inclusion of these lands within Denali National Park will offer added protection to an area of significant caribou habitat, based on 1984 caribou surveys, which indicated use of an area immediately east of the Swift Fork by as many as 200 to 300 caribou. If made part of the preserve, the area will still be subject to both sport and subsistence hunting.

Other areas of federal parkland identified for possible exchange with the state include fragments of small river valleys, such as the Tokositna, which are only partially inside the southern park boundary. Deletion of these valley segments from the national park will simplify the description of legal hunting areas and provide easily identifiable boundaries for sportsmen and others. The recommended boundary redesignation will also exclude one headquarters site and two trade and manufacturing sites from the national park boundary. Since sport hunting will then be allowed in this area now closed to hunting, landowners could realize economic benefits from guiding or other services.

The National Park Service will not seek to include the Chelatna Lake area within Denali National Park and Preserve. Congress recognized that this area was potentially valuable for recreational use and access to the south side of Denali. However, the current proposal for south-side development and use, which focuses on the Ruth Glacier, can be implemented without federal land management in the Chelatna Lake area.

The National Park Service will work with the state to promote compatible management of lands between developable parcels and park lands to facilitate fire management, avoid interference with traditional subsistence uses, and protect wildlife and cultural resource values. Also, for the

navigable portion of the Tokositna River and any rivers determined navigable in the future, the National Park Service strongly urges the state of Alaska to disallow activities that would compromise the natural, cultural, scenic, and recreational values of Denali National Park and Preserve.

The National Park Service will continue to work cooperatively with native groups in the management of cemetery and historic sites to preserve their cultural significance regardless of their ownership.



SWIFT FORK R

-  AREAS TO BE ADDED THROUGH EXCHANGE
-  AREAS TO BE DELETED THROUGH EXCHANGE
-  ACQUIRE SURFACE ESTATES
-  DENALI NATIONAL PARK AND PRESERVE BOUNDARY
-  AIRSTRIP
-  GLACIER

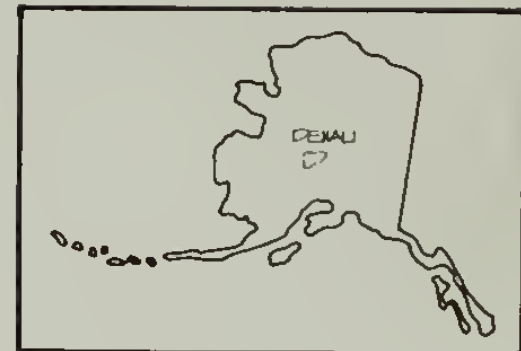
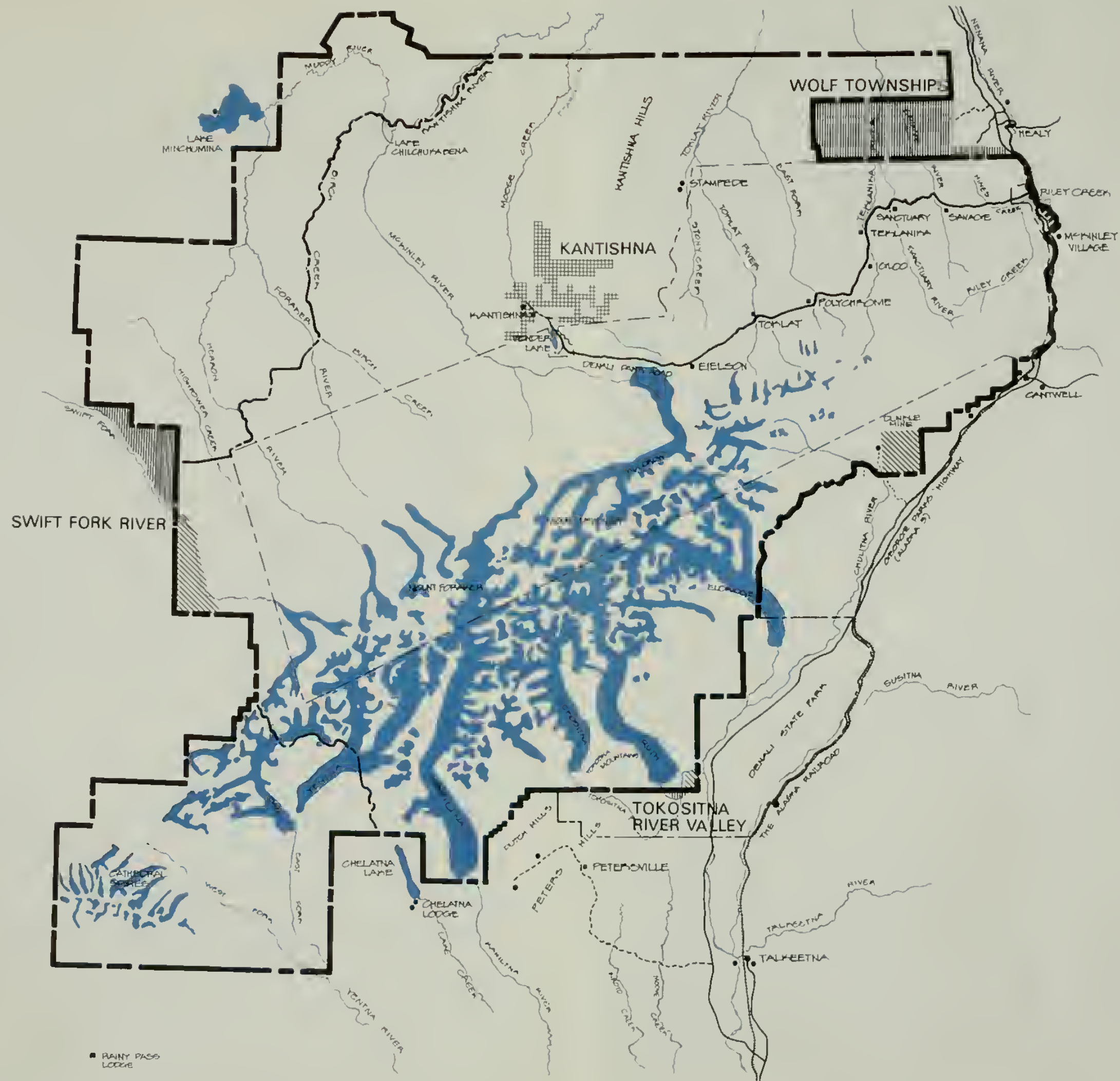


LAND PROTECTION

Denali National Park and Preserve
United States Department of the Interior
National Park Service

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■ RAINY LODGE



-  AREAS TO BE ADDED THROUGH EXCHANGE
-  AREAS TO BE DELETED THROUGH EXCHANGE
-  ACQUIRE SURFACE ESTATES
-  DENALI NATIONAL PARK AND PRESERVE BOUNDARY
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-  GLACIER



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IMPLEMENTATION PROCEDURES

Appendix L contains the list of specific land protection recommendations. This listing identifies a minimum interest needed for protection but recognizes that the actual means of protection may change as a result of negotiation. To carry out the purposes of ANILCA, section 1302 authorizes the secretary of the interior to acquire by purchase, donation, exchange, or otherwise any lands within the boundaries of conservation system units. Where acquisition is proposed, exchange is the preferred method whenever possible. Donations, or relinquishments where applicable, are encouraged. Purchase with appropriated or donated funds is another possible method. It should be noted that the appropriation of funds for land acquisition is expected to be very limited for the next few years. Therefore, the purchase of nonfederal interests in the park and preserve is expected to be minimal.

No estimates of the cost of implementing the recommendations of this plan have been prepared at this time. A useful estimate requires appraisals that are costly and have a short shelf life because of variable and changing market conditions. Appraisals for individual tracts will be prepared following agreement in concept with the landowner to acquire a specific interest in real property.

Where it is determined that land or interests in land must be acquired, the National Park Service will negotiate with the owner to reach a compatible settlement for purchase. If the land use activities produce an imminent threat or actual damage to the integrity of park or preserve lands, resources, or values, the Park Service will diligently negotiate for acquisition of sufficient interest to prevent such damage. If a negotiated settlement cannot be reached, the secretary of the interior may exercise the power of eminent domain to preclude or cease activity damaging to park resources. Condemnation proceedings, where allowed by law, will not be initiated until negotiations to achieve satisfactory resolution of the problem through means other than condemnation have been exhausted. Under certain circumstances, condemnation action may be used during the process of acquisition involving willing sellers to overcome defects in title.

Landowners who no longer wish to retain their land for the purposes for which it was acquired and who wish to sell property within the park or preserve are encouraged to contact the superintendent. The National Park Service is interested in the opportunity to review all proposed land offerings or proposals. These proposals will be reviewed for possible purchase by the National Park Service, based on their priority in the land protection plan recommendations and on their potential contribution to the enhancement of scenic values, resource protection, continuation of community subsistence opportunities, enhancement of recreational opportunities, and maintenance of the wilderness or undeveloped character of the area. Extenuating circumstances, including hardship as defined in section 1302(g), will also be considered. The availability of appropriated funds will determine the Park Service's ability to act on proposals from willing sellers.

When an owner of improved property offers to sell to the United States, the owner may retain a right of use and occupancy for noncommercial residential or recreational use. Such rights are by agreement with the National Park Service and may last for a period of up to 25 years or for life.

In recognition of the Bureau of Indian Affairs' responsibility to owners of native allotments the National Park Service will notify the bureau before taking actions relating native allotments, such as securing agreements, acquiring easements, acquiring full title to lands, or leasing the property for administrative purposes.

The plan establishes priorities to identify the relative importance of tracts and to provide a general explanation of what lands are considered most important for park purposes. However, because ANILCA and its legislative history strongly support acquisition of lands from voluntary sellers and by exchange, the land protection program will proceed primarily on an opportunity basis as owners offer to sell or exchange their lands. Therefore, tracts may not be acquired in exact priority order. Priorities will be most important if several different offers are submitted at the same time. Limited funds and lands suitable for exchange will generally mean that only high priority lands among those offered can be acquired. Emergency and hardship cases also may be addressed as they arise, regardless of priority.

Potential additions to the park or preserve by exchange with the state pursuant to section 1302(i) of ANILCA or boundary adjustments or additions pursuant to section 103(b) will be designated either park or preserve, whichever is adjacent to the addition. Potential acquisitions within the park or preserve will similarly be designated the same category as surrounding lands. If such an addition or acquisition is adjacent to both park and preserve lands, the tract will have a split designation following the extension of the park and preserve boundary, adjusted wherever possible to follow hydrographic divides or embrace other topographic or natural features. For additions to the park or preserve beyond the 23,000-acre limit of section 103(b), congressional action will be required and park or preserve designations will be determined by the legislation. Public and congressional notification and review of proposed additions pursuant to sections 1302(i) and 103(b) will be provided as appropriate.

Additions to the park or preserve or acquisitions that are within the congressionally established wilderness boundary will automatically become wilderness upon acquisition, pursuant to section 103(c) of ANILCA.

Lands added or acquired will be managed in the same manner as other unit lands of the same designation.

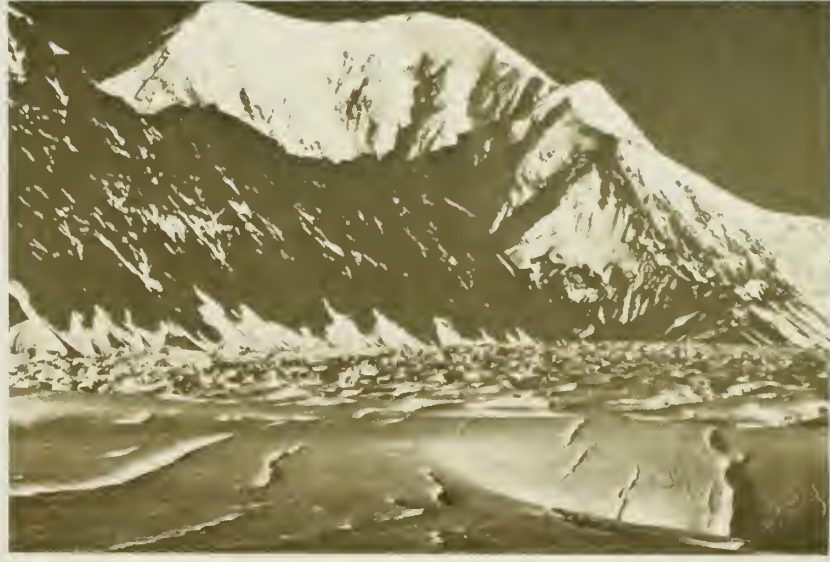
COMPLIANCE CONSIDERATIONS

Actions of this land protection plan that propose no significant change to existing land or public use are categorically excluded from NEPA considerations, in accordance with Department of the Interior implementing procedures (516 DM 6, appendix 7.4(11), and 516 DM, appendix 2). The proposed actions for small tracts, native allotments, mining claims, administrative sites, and agreements and cooperative planning for submerged or adjacent lands are included in this category.

National Environmental Policy Act requirements for proposals in this plan related to native corporation lands and state lands will be fulfilled at a later date when, and if, conceptual agreements are reached with these landowners. Environmental assessments and/or environmental impact statements will be prepared prior to the implementation of any land exchange, with the exception of land exchanges involving the conveyance of lands to native corporations that fulfill entitlements under the terms of ANCSA, as provided by section 910 of ANILCA.

Consistent with current policies on implementation of section 810 of ANILCA, evaluations will be prepared on any proposals in this land protection plan that require the preparation of environmental assessments and/or environmental impact statements, or any proposals that result in the removal of lands (or interests in lands) from federal ownership.

Section 103(b) of ANILCA requires that Congress be notified of the intent to make boundary adjustments. The public will also receive reasonable notice of the intent to implement boundary adjustments and will be provided the opportunity to review and comment on such adjustments. The compliance requirements of NEPA and ANILCA will be fulfilled in the case of administrative boundary adjustments.



wilderness suitability review

INTRODUCTION

Section 1317(a) of ANILCA directs that a review be made of the suitability or nonsuitability for preservation as wilderness of all lands within unit boundaries not so designated by the act. Section 1317(b) specifies that "the Secretary shall conduct his review, and the President shall advise the United States Senate and House of Representatives of his recommendations, in accordance with the provisions of sections 3(c) and (d) of the Wilderness Act." The review is to be completed by December 2, 1985. This suitability review meets the requirements of ANILCA.

Recommendations on whether to designate suitable areas as wilderness will be made following completion of the general management plan. An EIS will be prepared as part of the wilderness recommendation process. The public will have the opportunity to review and comment on these recommendations, and public hearings will be held. Upon completion of the EIS and secretarial review, the president will make his recommendations to Congress.

All lands determined suitable for wilderness designation will be managed under the terms of ANILCA to maintain the wilderness character and values of the lands until designation recommendations have been proposed and Congress has acted on these proposals.

WILDERNESS SUITABILITY CRITERIA

Wilderness suitability criteria were developed to reflect the definition of wilderness contained in the Wilderness Act and the provisions of ANILCA specific to wilderness areas in Alaska. These criteria were applied to all nonwilderness lands in the park and preserve to determine their suitability for designation (table 5). These criteria relate to the physical character of the land and current land status. Factors such as appropriateness for management as wilderness and state and local concerns with wilderness management will be considered when recommendations are prepared after the general management plan has been approved. All future wilderness recommendations will recognize valid existing rights including rights-of-way under RS 2477.

Table 5: Wilderness Suitability Criteria

<u>Description of Land or Activity</u>		<u>Suitable for Wilderness</u>	<u>Not Suitable for Wilderness</u>	<u>Suitability Pending</u>
Land Status	Federal	x		
	Federal land under application or selection			x
	State and private land patented or tentatively ap- proved		x	
	Private ownership of subsur- face estate		x	
Mining	Areas with minor ground disturbances from past mining activities	x		
	Areas with major ground dis- turbances from past mining activities		x	
	Areas with current mining ac- tivities and ground disturb- ances		x	
Roads and ORV trails	Unimproved roads or ORV trails that are unused or little used by motor vehicles	x		
	Improved roads and ORV trails regularly used by motor vehicles		x	
Airstrips	Unimproved or minimally im- proved and maintained air- strips	x		
	Improved and maintained air- strips		x	
Cabins	Uninhabited structures; hun- ter, hiker, and patrol cabins	x		
	Cabins inhabited as a primary place of residence		x	
Size of Unit	Greater than 5,000 acres ad- jacent to existing wilderness, or of a manageable size	x		
	Less than 5,000 acres or of unmanageable size		x	

LANDS SUBJECT TO REVIEW

ANILCA, section 701, formally designated approximately 1,900,000 acres of Denali as wilderness. The area covered by this congressional designation comprises most of what was Mount McKinley National Park, with the exception of a buffer zone of 300 feet (90 meters) surrounding each development, a corridor extending 150 feet (45 meters) from either side of the centerline of the park road, existing borrow sources and waysides, and lands east of the railroad right-of-way. The designated wilderness area will be managed in accordance with the provisions of the Wilderness Act except for the extraordinary uses allowed by ANILCA because of the unique conditions in Alaska. For example, section 1110 of ANILCA allows the use of snowmachines, motorboats, and airplanes for traditional activities on lands and waters designated as wilderness. Specific closures to this type of use have been proposed for the road corridor and Wonder Lake. Section 1315 permits the continuation of existing public use cabins and the construction of a limited number of new public use cabins or shelters. Section 1316 allows the continued taking of wildlife where such use existed prior to ANILCA. However, since all hunting was already prohibited in the old Mount McKinley National Park, it will continue to be prohibited in the designated wilderness.

SUITABILITY DETERMINATION

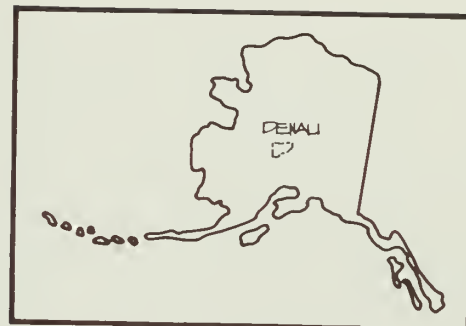
The areas determined to qualify for wilderness designation are shown on the Wilderness Suitability map. This map represents only a preliminary analysis, and a final recommendation could change certain boundaries.

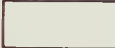
The analysis accounted for such factors as lands needed to serve visitors now and in the future, the land status of those areas added by ANILCA, existing and potential mineral activities, lands needed for operation of the park and preserve, and the locations of improved and regularly used roads. Lands in other than full federal ownership are ineligible for wilderness designation. The park road corridor is ineligible because of the nature of the visitor use proposed for these areas. The Kantishna mining district is ineligible for wilderness designation because of the disturbance to the landscape by mining and the road system.

If additional lands are acquired by the federal government, as discussed in the "Land Protection Plan," they will be studied for wilderness suitability. Conversely, any lands deleted from federal ownership will no longer be eligible for wilderness designation.

The approximately 3.9 million acres determined suitable for wilderness designation combined with the areas already designated amount to approximately 95 percent of the park complex. Managing these lands according to the criteria of the Wilderness Act and ANILCA will provide additional protection to the Denali environment by precluding large-scale development and the attendant disturbance of wildlife and other resources. At the same time, formal designation of preserve lands will not prohibit or otherwise restrict sport hunting, fishing, trapping, or traditional subsistence activities. Nor will wilderness designation of the park additions affect traditional subsistence use in these areas.

Regardless of this suitability review or any subsequent National Park Service proposal, wilderness can be designated only by Congress, and any subsequent change in the status and management of designated areas can also be accomplished only by Congress. In the interim those lands considered suitable for designation as wilderness will be managed in accordance with the provisions of the Wilderness Act and the special provisions for Alaska conveyed by ANILCA.



-  SUITABLE FOR WILDERNESS DESIGNATION
-  UNSUITABLE FOR WILDERNESS DESIGNATION
-  DESIGNATED WILDERNESS
-  DENALI NATIONAL PARK AND PRESERVE BOUNDARY
-  AIRSTRIP
-  GLACIER



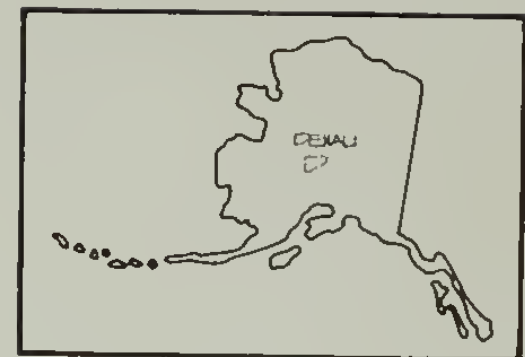
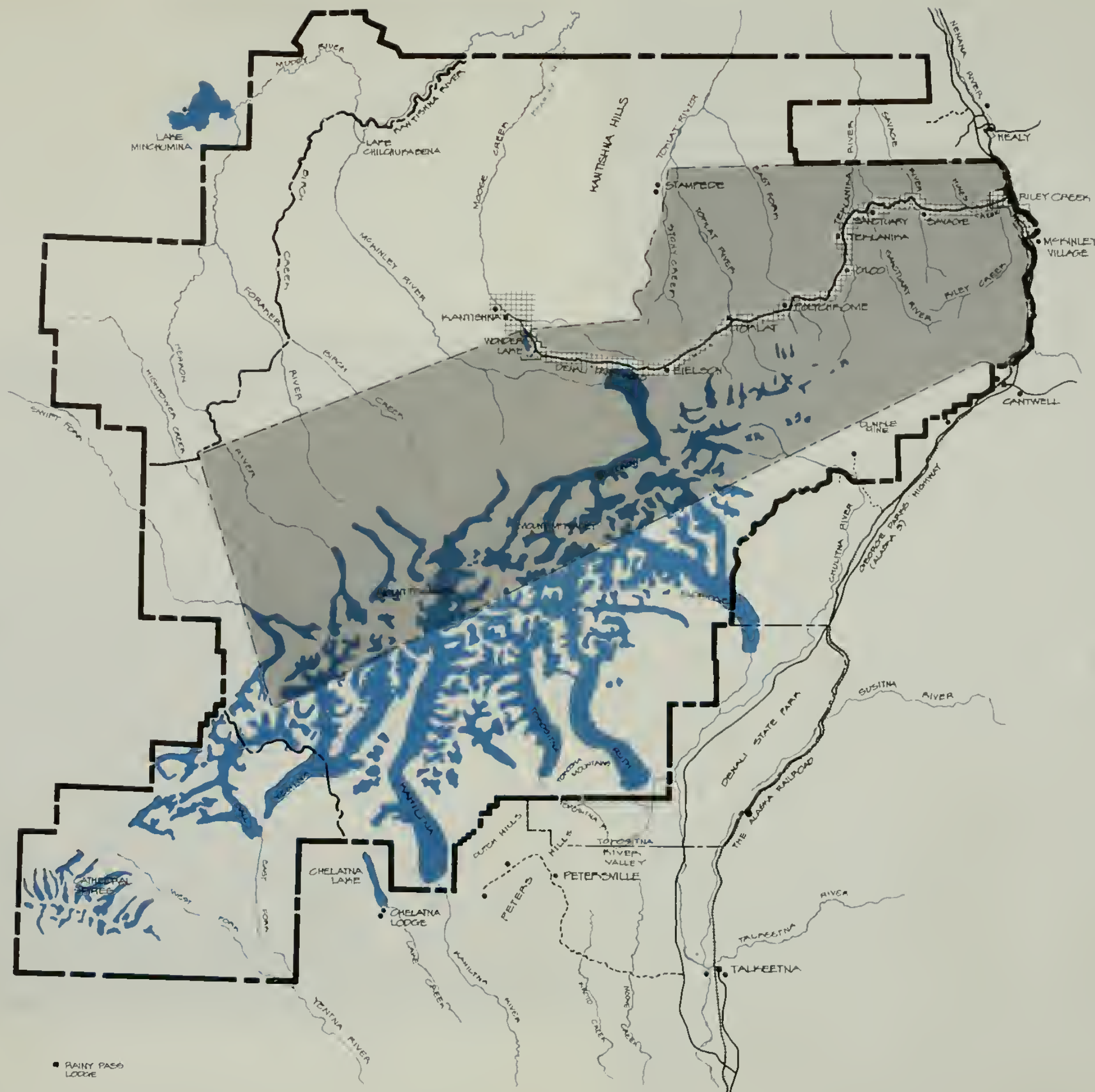
■ RAINY PLOVER LODGE



WILDERNESS SUITABILITY

Denali National Park and Preserve
United States Department of the Interior
National Park Service

104 | 20016C
DSC | FEB 00



- SUITABLE FOR WILDERNESS DESIGNATION
- UNSUITABLE FOR WILDERNESS DESIGNATION
- DESIGNATED WILDERNESS
- DENALI NATIONAL PARK AND PRESERVE BOUNDARY
- AIRSTRIP
- GLACIER



WILDERNESS SUITABILITY

Denali National Park and Preserve
United States Department of the Interior
National Park Service

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affected environment



NATURAL ENVIRONMENT

PHYSIOGRAPHY AND GEOLOGY

The Denali area is dominated by Mount McKinley and an east-west trending line of towering mountains known as the Alaska Range. The Alaska Range forms the northernmost portion of the Pacific Mountain System, and it is one of the great mountain uplifts in North America, rising above 500- to 2,000-foot-elevation lowlands to the pinnacle of Mount McKinley at 20,320 feet.

A series of two and sometimes three parallel rugged and glaciated mountain ridges compose the Alaska Range. In the vicinity of Mount McKinley, numerous peaks stand at elevations of 10,000 to 13,000 feet. Mount Foraker, 14½ miles southwest of McKinley, is the second highest peak, attaining an altitude of 17,400 feet. Nearby Mount Hunter, third highest, is 14,573 feet. The range is perpetually snowclad above approximately 7,000 feet on the north and 6,000 feet on the south. Glaciers are numerous and tend to be larger and longer on the south side of the range than on the north. The larger glaciers range between 35 and 45 miles in length. These include the Kahiltna (the largest), Ruth Eldridge, Tokositna, and Yentna. The largest glacier on the north side is the 34-mile-long Muldrow.

The northern foothills of the Alaska Range consist of a series of east-trending ridges, starting with the Kantishna Hills and running eastward. Summit altitudes range generally between 2,000 and 4,500 feet. The foothills vary from 3 to 7 miles in width and from 5 to 20 miles in length. They are separated by broad flat valleys of glacial origin which range from 2 to 10 miles in width. Beyond the northern foothills lies a broad region of lowlands drained by the Tanana and the Kuskokwim rivers.

The foothills that line the southern edge of the Alaska Range are generally quite steep and are cut through by large south-flowing glaciers. Southeast of the Alaska Range, across Broad Pass, are the Talkeetna Mountains. Curry Ridge, which lies along the western edge of these mountains, trends in a northeasterly direction, parallel to and between the Chulitna and Susitna rivers. It is a gently rounded ridge marked by past glacial activity, and it is generally 3,000 feet in elevation.

To the south of the Alaska Range and west of the Talkeetna Mountains, the broad Susitna River lowlands stretch out in a north-south direction. Both the Susitna and the Yentna rivers drain this area where elevations are less than 500 feet.

In terms of geology, the Denali area is one of the most interesting and important in North America. It encompasses a region of diverse igneous, metamorphic, and sedimentary rocks ranging in age from Recent to units which may be as old as Precambrian. Wahrhaftig (Geological Survey 1965)

describes the internal structure of the Alaska Range as a synclinal complex with Cretaceous rocks in its center and Paleozoic rocks on its flanks. Longitudinal faults, the principal one being the Denali fault, trend approximately parallel to the trend of the range. Fault traces are marked by linear valleys, low passes, scarps, and sag ponds. The Denali fault system is a major zone of fracturing which represents one of the most fundamental geologic features on the continent.

South-central Alaska is one of the most seismically active areas in North America. This region is part of a larger seismically active arc which follows the coastline of the North Pacific and is known generally as the Ring of Fire. The seismic activity is caused by the collision of two tectonic plates. The Pacific plate is colliding with the continental plate along the northern Pacific coastline. Numerous small faults which are part of the Denali fault complex occur on the south side of the Alaska Range. While these small faults themselves may not cause major earthquake activity, activity in other areas could trigger subsidiary movements within the area. In general, the potential for significant damage as a result of earthquakes decreases from Anchorage toward the interior.

Metamorphic rocks, which include schist, underlie much of the northern foothill ridges and appear as isolated hills jutting above the unconsolidated deposits in the Tanana-Kuskokwim lowlands. A Tertiary rock sequence known as the Cantwell formation contains abundant volcanic rocks. The upper portion of the Cantwell formation is predominantly volcanic flows and tuffs. A thick conglomerate cover near the top of the Tertiary rock section forms ridges where dips are steeper than 20 degrees and broad dissected plateaus where the conglomerate is flat-lying.

Rocks in the central and southern portions of the park are characterized by a sequence of predominantly dark gray argillite, slate, graywacke, and a few intervals of limestone.

Tertiary sedimentary and volcanic rocks occupy lowlands north of the range and also form east-west trending ridges along the northern flank of the mountains. Much of the present topography within the region probably resulted from erosion and removal of the relatively weaker Tertiary rocks.

Granitic plutons (igneous rocks) support groups of high mountains that have glacier-carved canyons and cirque headwalls rising almost vertically to heights of 5,000 feet. The most rugged and scenically striking landforms in the region are eroded granitic rocks. Notable examples include Mount McKinley, Mount Foraker, the Cathedral Spires, and the Great Gorge of the Ruth Glacier. The granitic rocks to the south of the fault system are composed of quartz monzonite and granite between 55 and 60 millions years old, whereas rocks to the north of the system are chiefly granodiorite 38 million years old.

Four periods of glaciation are recognized in the Denali region. On the north side of the Alaska Range beyond the existing glaciers, morainal and glacial outwash deposits extend into the foothills belt and cover large areas of bedrock. Except for some valleys, the foothills section was never glaciated.

South of the Alaska Range, the Cook Inlet-Susitna lowlands are covered by ground moraines, drumlin fields, eskers, and glacial outwash plains. Nearer to the mountains are broad flat valleys with sides that show a glacial trim line. A few small rock-floored lakes occur throughout this area. The largest is Chelatna Lake, which is 7 miles long. Bedrock beneath the lowlands is mainly poorly consolidated Tertiary rocks which are flat-lying or only slightly deformed. Mesozoic metamorphic and granitic rocks occur as isolated mountains near the center of the lowland.

MINERAL RESOURCES AND MINING

The complex sequence of tectonic, volcanic, and metamorphic activities that has influenced the Denali region provides significant possibilities for mineral deposits. While not enough is known to link the geology of the area with specific levels of mineralization, recent studies have revealed the occurrence of mineral resources within portions of the 1980 park boundaries (NPS 1981 and 1983a).

Regional metal mining and prospecting during the early part of this century were dominated by placer gold mining. Other metals were mined in association with gold to a limited extent in the Kantishna area. From the early 1970s to present time, a renewed interest in placer mining has been evidenced within the region, particularly within the Kantishna mining district. This area encompasses an elongated 40-mile, northeast-trending mineralized belt known for silver and gold polysulfide crosscutting veins, placer gold deposits, and also antimony and base metal lodes. According to the probabilistic resource assessment method, the average aggregate value of recoverable minerals for all deposit types in the Kantishna Hills is estimated to be \$781 million (ADNR, DGGS 1983, Salisbury and Dietz 1983). Important mineral deposits are gold, silver, antimony, lead, and zinc.

The Dunkle Mine township on the east side of the park is part of the Chulitna-Yentna mining district, which is a significant base and precious metal province to the south of the Alaska Range. Metals from the area include copper, arsenic, gold, silver, tin, molybdenum, lead, and zinc. No metal production has occurred in the Dunkle Mine township to date, although the nearby Golden Zone Mine has produced gold, copper, and silver. The abandoned Dunkle Mine, which is within the Dunkle Mine township, produced 64,000 tons of coal from underground mining operations during the period from 1940 until 1954. Coal reserves of up to eight million tons are estimated in the Costello, Colorado, and Camp creek basins.

North of the Alaska Range the park boundary encompasses the westernmost portion of the Nenana coal field. Production began in the Healy area in 1920 and today the Usibelli Mine produces over 700,000 tons annually. The Healy area and points farther to the east overlie the major segments of the coal field. Coal was once mined on a small scale near Riley Creek to supply park facilities.

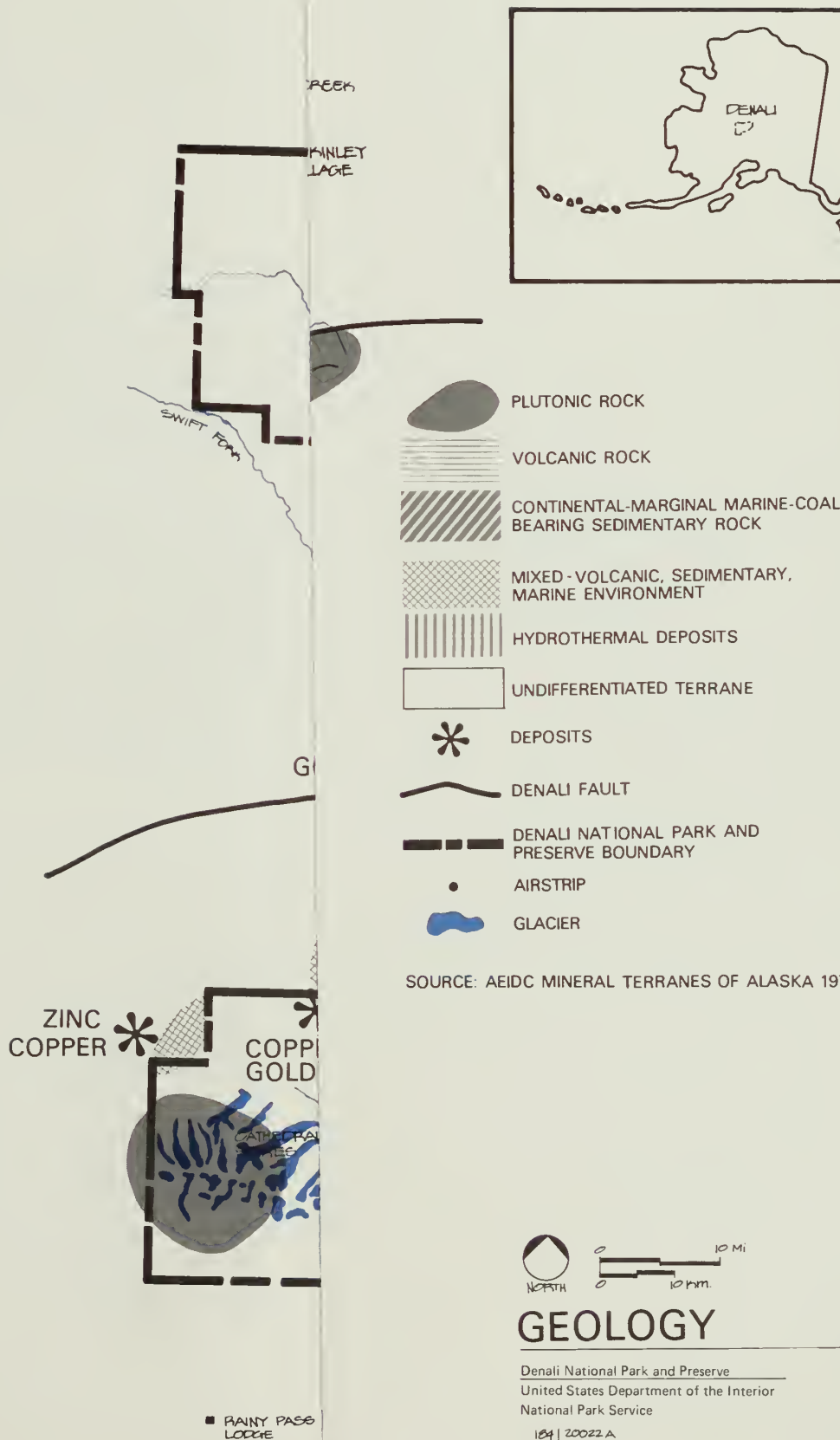
No production of oil or gas has occurred within the park, although several outlying areas contain sedimentary basins and have, in the past, been identified as possible petroleum provinces. Nonmetallic materials including sand, gravel, limestone, perlite, clay, haydite, shale, and argillite occur throughout the region, but the only extraction has been for gravel, which was mined during the construction of the railroad and highway. Deposits of limestone suitable for making cement occur near Cantwell both in and out of the park. Clay, shale, and argillite (components of insulating mineral wool) occur in the Windy Creek/Cantwell area.

HYDROLOGY

Flowing from all major glaciers within the park are large braided streams whose waters are milky with glacial silt. Below various glaciers these rivers cut intermingling channels, sometimes extending over two miles wide. The most important rivers that have their headwaters in this portion of the Alaska Range are the Foraker, McKinley, Toklat, Teklanika, Savage, Chulitna, Kahiltna, and Yentna. Clear streams occur sporadically throughout the area, oftentimes as tributaries to major glacial streams or rivers. The sources of these streams are primarily snowmelt and precipitation.

Mean annual runoff is from 1 to 2 cubic feet per second per square mile in the lower elevations of the park. Suspended sediment concentrations vary from 500 to 2,000 milligrams per liter for glacial streams and are considerably less for nonglacial streams. Most of the sediment load is carried during the summer months, and very little is carried during the winter. Except in the Kantishna Hills, nearly all surface water is potable, although iron is sometimes present in undesirable quantities. However, boiling of surface water is necessary due to the presence of Giardia. Summer flooding is common on the major streams.

Water for the various developed areas along the park road is generally taken from surface sources, but the park is gradually shifting to groundwater (well) sources to meet current standards. Five wells were drilled in 1981 in the vicinities of the Wonder Lake, Igloo, Sanctuary, and Savage River campgrounds and the Wonder Lake ranger station. Wells have generally been successful only in the unfrozen alluvium associated with glacial rivers. Attempts to obtain deep groundwater at the park headquarters and at the Riley Creek/hotel area have been unsuccessful because permafrost inhibits the subsurface flow of water. Thus, surface water and shallow groundwater sources will probably continue to provide primary water supplies to developed areas within the park.





MOOSE
 GENERAL DISTRIBUTION

DALL SHEEP
 GENERAL DISTRIBUTION



BEAR
 GENERAL DISTRIBUTION OF BLACK AND BROWN BEAR

BLACK BEAR INTENSIVE USE

BROWN BEAR INTENSIVE USE

KNOWN OR SUSPECTED DENNING (STUDIES ARE LIMITED)

OVERLAP OF INTENSIVE USE



WOLVES
 GENERAL DISTRIBUTION

CARIBOU
 GENERAL DISTRIBUTION

TRUMPETER SWAN
 SIGHTINGS AND NESTING AREAS

Sources: ADF&G, *Alaska's Wildlife and Natural* (1973); ADF&G, 1984 habitat maps; ADF&G, *Sustained Yield Plan* (Anchorage 1984); USDI, FWS, 1980 Trumpeter Swan Survey Data; (1984); USDI, NPS, "Road Surface Treatment Planning Analysis: Mount McKinley National Park" (1978); USDI, NPS, *Draft Environmental Impact Statement: Kantishna Hills Denali Mass Study, Denali National Park and Preserve* (October 1983); USDI, NPS, *Wildlife Viewing and the Managing Public Transportation System in Denali National Park* by F. Singer and J. Brattis (Anchorage 1984).

Because of glacial gouging and moraine formation, many large, deep lakes would be expected in glaciated country such as this. However, within the Denali region there are only two such lakes. Wonder Lake is within the western boundary of former Mount McKinley National Park and is approximately 2.5 miles long. Chelatna Lake is found just outside the expanded park's southern boundary and is 7 miles in length. Numerous small lakes are found scattered throughout the northwest portion of the park. The largest lake in this area is Lake Minchumina, just outside the park boundary.

CLIMATE

Denali National Park and Preserve is located in two of the major climatic zones of Alaska. The Alaska Range plays a major role in influencing climate by blocking much of the moisture that sweeps inland from the Pacific Ocean and the Gulf of Alaska. A continental climate is formed to the north of the range, while a transitional climate is formed to the south. The north is characterized by less precipitation and greater fluctuations in temperature (hotter in summer and much colder in winter) than the area to the south.

Annual temperature extremes may range from 90 degrees to -52 degrees Fahrenheit. The mean maximum temperatures at headquarters at the eastern entrance to the park are 12.8 degrees for January and 65.9 degrees for July. The mean minimum temperatures for the same months at this location are -5.2 degrees and 43.8 degrees, respectively. The average 24-hour temperature spread during the summer months, June through August, is only 22 degrees. Wider daily temperature ranges occur during the winter months, with a record of 63 degrees. Temperatures decrease with increases in elevation. Chill factors in excess of -148 degrees have been experienced on the Mount McKinley summit.

Table 6: Climatological Data

<u>Location</u>	<u>Temperature (°F)</u>			<u>Precipitation (in.)</u>		<u>Wind (knots)</u>	
	<u>Mean High/Low</u>		<u>Extreme</u>	<u>Snow</u>	<u>Total</u>	<u>Average</u>	<u>Extreme</u>
	<u>Summer</u>	<u>Winter</u>					
Willow	40/70	-10/33	-55/90	--	24	--	--
Skwentá	44/69	-4/40	-50/90	119	29	--	--
Talkeetna	44/68	0/40	-48/91	102	29	N 3.7	NE 33
Summit	40/60	-5/30	-45/89	119	20	NE 8.4	E 42
Park headquarters	41/64	-1/18	--	76	15	--	55
Healy	44/66	-3/26	-46/90	66	17	SE	--
Clear	45/71	-28/14	-42/96	61	13	--	--
Nenana	43/70	-17/12	-69/98	48	12	E 5.3	--

Precipitation is greater on the south side of the Alaska Range than on the north side. Precipitation is greater in summer than in winter for the entire region. Rainfall occurs on an average of 21 days during June, July, and August at the Denali and Lake Minchumina recording stations, on 45 days at Summit, and on 36 days at Talkeetna. The average annual precipitation at park headquarters is slightly in excess of 15 inches; snowfall there is 75.7 inches.

At higher elevations in the Alaska Range the total precipitation exceeds 80 inches in some locations and snowfall exceeds 400 inches. Normal snowpack throughout the region averages between 20 and 40 inches. Sudden showers and thunderstorms occasionally develop to the north of the Alaska Range. Flash floods occur throughout the region.

Calm days are the rule in summer. Turbulance is more characteristic of fall and winter. The maximum wind velocity recorded at headquarters is 60 miles per hour, but winds of this magnitude are rare. Winds in excess of 100 miles per hour are not uncommon on Mount McKinley's summit.

Mount McKinley's visibility (and frequent invisibility) depends on the weather. North-trending winds commonly pile up clouds on the mountain's south flank and then surround it. Because of its sheer immensity and height, the mountain mass tends to generate its own weather and cloud formation, even on days that may otherwise be clear. Many visitors to the area go away disappointed, having never glimpsed the mountain itself. A rough visibility index indicates that during the three summer months the peak is totally obscured about 30 days, visible 4 hours or less about 30 days, and visible more than 4 hours another 30 days. It is a rarity when the peak is visible all or most of any one day. It seems that the peak is hidden well over half of the time, and it is often hidden for many successive days.

Weather is also an important factor in other forms of visitor use. The peak visitor season is between June and mid-September. Cross-country hiking may not be practical until early June, and snow may close the park road by mid-September. Winters are extremely cold, particularly north of the Alaska Range, although snow depths there rarely exceed 3 feet. Greater snow depths and somewhat milder winter temperatures to the south of the range are more conducive to a broader range of winter visitor use. Spring provides the best opportunity for cross-country skiing, snowshoeing, and dogmushing. During the summer up to 18 hours of sunlight supply ample opportunity to enjoy the park, although mosquitoes (most abundant in June and July) are a constant annoyance. Early fall is one of the best seasons to visit Denali because there is a better chance of fair weather, the landscape is brilliant with color, and the animals begin to show their winter coats.

SOILS

Soil types within the area vary as a result of parent material, topography, and vegetative cover. Soils in the park can be generally classified as mountain and tundra soils, bog soils, and forest soils. Mountain or tundra soils form directly from bedrock and the slow accumulation of organic matter. The sparseness of these soils is attributable to cold weather extremes and steepness of slopes. Bog soils, or histosols, consist of clay and glacial moraine and are poorly drained. This causes, over time, the accumulation of plant material and often peat layers. Forested areas within the park typically have soils of sandy and silty clay with humus layers supporting mosses and lichens.

Permafrost (perennially frozen ground) is intermittently present throughout the lowlands north of the Alaska Range and is continuous at higher elevations both north and south of the range. Detailed studies of the extent of permafrost in lowland areas to the south of the range have not been made, but wells, roadcuts, and other past development within the region have encountered permafrost at varying depths beneath the surface. Exact permafrost thicknesses have not been documented, but thicknesses of up to 100 feet have been recorded near the eastern entrance to the park.

Permafrost essentially consists of soil, rock, or other earth materials at a temperature of 32 degrees Fahrenheit or colder for two or more consecutive years. A delicate heat balance exists between the permafrost and the active layer above it. Thus, changes in the vegetative mat, snow, or other characteristics of the upper layer can significantly alter the thermal regime with resultant changes at ground level. For example, removal of vegetation increases the release of heat from the ground in the winter and prevents heat absorption into the ground in summer, and this can cause the melting of permafrost. In addition, an increase in solifluction, or soil movement, is possible. These phenomena can cause heaving, sagging, soil slumping, and erosion at the surface during successive periods of freeze and thaw in the active layer. The result can be highly detrimental to buried cables and utility lines, paved surfaces, roadbed foundations, buildings, and other developments.

Permafrost also poses problems for the disposal of liquid and solid waste. Decay rates in frozen ground are extremely slow. Frozen ground is also impermeable to subsurface flow of fluids because ice fills all rock or soil pore spaces.

VEGETATION

Vegetation within the park is similar to that found throughout the interior of Alaska. The five major vegetation associations within the park and preserve are low brush-bog, bottomland spruce-poplar forest, upland spruce-hardwood forest, moist tundra, and alpine tundra.

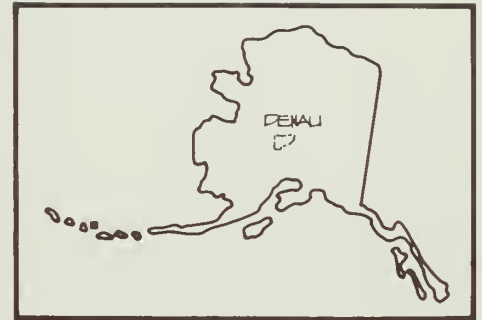
Bogs are found within the river drainages and around the permanent water bodies, often in association with black spruce. A broad lowland area of bogs extends south and east of Lake Minchumina, along old river terraces, outwash plains, and sloughs.

Interspersed within this lowland area, on relatively stable soils farther back from the drainages, lie areas of bottomland spruce-poplar forest. This plant association is dominated by white spruce and Alaska paper birch, often in association with an understory of balsam poplar, willow, and alder. Mosses, horsetails, and a variety of flowering plants are common groundcover.

The tree line within the park is approximately 2,000 feet, except within protected river valleys where it may extend to 3,000 feet. Between the bottomland spruce-hardwood forest and tree line is an area of upland spruce-hardwood forest. It is composed of white and black spruce, paper birch, balsam poplar, quaking aspen, larch, and willow. Species composition is uniform over large areas, but certain species are locally dominant. Paper birch, a major constituent of most interior Alaska forested lands, is not abundant in the region but forms significant stands in the northernmost portions of the park. Quaking aspen occurs principally on well-drained uplands in small scattered stands mixed with white spruce. Dense stands of white spruce are found principally along the banks of large rivers. Balsam poplar, an early invader of floodplains, is mainly restricted to gravelly riverbottom sites. Black spruce covers large areas in the northern part of the park. A variety of other species occur in association with the upland forest. These can include little tree willow, flatleaf willow, resin birch, American green alder, thinleaf alder, Alaska rose, bush cinquefoil, red currant, and shrubs such as cranberry, blueberry, and lingonberry. Mosses and lichens are abundant on the forest floor.

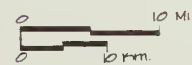
At higher elevations (usually above 2,000 feet) the spruce-hardwood association gives way to a dwarf shrub and moist tundra association. This association, which occurs extensively along the foothills of the vast Alaska Range, usually forms a complete groundcover dominated by dwarf birch and willow. Blueberry, Labrador tea, bearberry, alpine azalea, and crowberry are common in this moist tundra zone. In addition, grasses and sedges are oftentimes found in nearly continuous stands in the wetter areas.

Alpine tundra, low-growing mats composed of herbaceous and shrubby plants, grows where a thin soil mantle is present with frequent outcrops of bare rock. It includes mat and cushion tundra, tussock tundra, and dwarf shrub vegetation associations. Species composition varies from almost continuous cottongrass tussocks with a sparse growth of sedges and dwarf shrubs, to stands where dwarf shrubs dominate. Often found in the alpine tundra are mountain avens, bearberry, crowberry, ground willows, alpine azalea, and lingonberry. On the highest and rockiest areas, below the zone of barren rock and ice, lichens are found in abundance. Lichens are slow-growing plants which are highly sensitive to any disturbance.



-  BOTTOMLAND SPRUCE-POPLAR FOREST
-  SPRUCE HARDWOOD FOREST
-  LOW BRUSH BOG
-  TUSsock TUNDRA
-  ALPINE TUNDRA AND BARREN GROUND
-  DENALI NATIONAL PARK AND PRESERVE BOUNDARY
-  AIRSTRIP
-  GLACIER

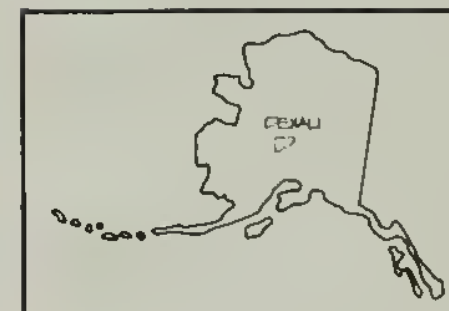
SOURCE: SELKREGG, LIDIA. ALASKA REGIONAL PROFILE VOLUME IV YUKON REGION

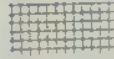
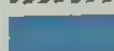
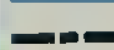
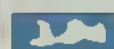


VEGETATION

Denali National Park and Preserve
United States Department of the Interior
National Park Service

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-  BOTTOMLAND SPRUCE-POPLAR FOREST
-  SPRUCE HARDWOOD FOREST
-  LOW BRUSH BOG
-  TUSOCK TUNDRA
-  ALPINE TUNDRA AND BARREN GROUND
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-  AIRSTRIP
-  GLACIER

SOURCE SELKREGG, LUDIA ALASKA REGIONAL PROFILE VOLUME IV YUKON REGION



VEGETATION

Denali National Park and Preserve
United States Department of the Interior
National Park Service

1984/1987
RUC/EDG/PA

In general, the extensive glacier and drainage system, the greater precipitation levels, and the varied physiographic features to the south of the Alaska Range support a somewhat more varied and diverse range of plant associations than what are found on the north side of the range.

Two plant species reported to occur within or near the park and preserve have been cited as potentially eligible for the list of threatened or endangered species. These are Taraxacum carneocoloratum and Smelowskia borealis var. villosa, both reported to occur along dry ridgelines at high elevations (see appendix M).

WILDLIFE

The park hosts a wide variety and abundance of wildlife. Prominent large mammal species include moose, Dall sheep, grizzly bear, wolf, and caribou. These large mammals occur within the park in greater concentrations north of the Alaska Range than south of the range. Greater habitat variety and less permanent snow and ice on the north side may be responsible for these differences in concentrations. Other smaller mammal species are beaver, red fox, hoary marmot, coyote, collared pika, arctic ground squirrel, red squirrel, snowshoe hare, lynx, otter, porcupine, marten, wolverine, weasel, several mice, lemming, and vole.

Moose are abundant the year around within and near the numerous drainages throughout the park. Moose are particularly abundant within the broad drainages on the south side of the Alaska Range, particularly within the Tokositna, Ruth, and upper Yentna drainages. The Yentna drainage alone supports approximately 300 moose (Troyer 1979). They browse primarily on willow, dwarf birch, and alder. Sedges, horsetails, and other plants are also eaten in the spring. Moose are unpredictable in behavior and can be dangerous if casually approached by visitors. This is particularly true of rutting males and females with young.

Caribou are migrating herd animals which utilize varying habitats for wintering, calving (late May to early June), summer range, and rutting (September and October). Such plants as willow, dwarf birch, and lichens constitute much of the caribou diet. The Denali caribou herd ranks 13th in size of the 22 Alaskan herds. Because of its accessibility it is also the most frequently viewed and photographed. This herd, which was determined to consist of 20,000 to 30,000 animals from 1900 to the early 1940s, has declined dramatically in numbers since that time. Today, the population appears to number approximately 2,600 animals. The reasons for the decline are speculative and may include emigration, habitat quality, predation, hunting, and herd condition.

An area south of the crest of the Alaska Range, south of the town of Cantwell and between the middle and west forks of the Chulitna River, is a prime calving and post-calving ground for caribou. From 1975 to 1980 this area received significantly more use than other calving areas north of the range. Since 1980 the northern calving areas have been more

significant. The critical use period for the Cantwell calving ground is from about May 1 through July 20. After calving, the herd moves to the north side of the Alaska Range, passing through Polychrome Flats as early as July. Movements then follow a traditional migration route west and north to summer and winter ranges. When the herd calves north of the Alaska Range, most cows still travel to the Cantwell area approximately the first week in June and migrate back to the north from early to mid July. The significance of the southern area as a post-calving destination is not understood.

Both grizzly and black bears inhabit the area, which provides abundant food including various berries, roots, sedges, and grasses. Salmon is also taken during spawning times in a few areas. Grizzly bears utilize high alpine areas for denning and are dormant from October until April.

Wolves exist in and out of the park on both sides of the Alaska Range. They, along with bears, occupy the top of the predator/prey pyramid in Denali's large mammal ecosystem. Wolves travel in packs and prey upon moose, caribou, Dall sheep, and small mammals. The young are born in dens excavated into hillsides.

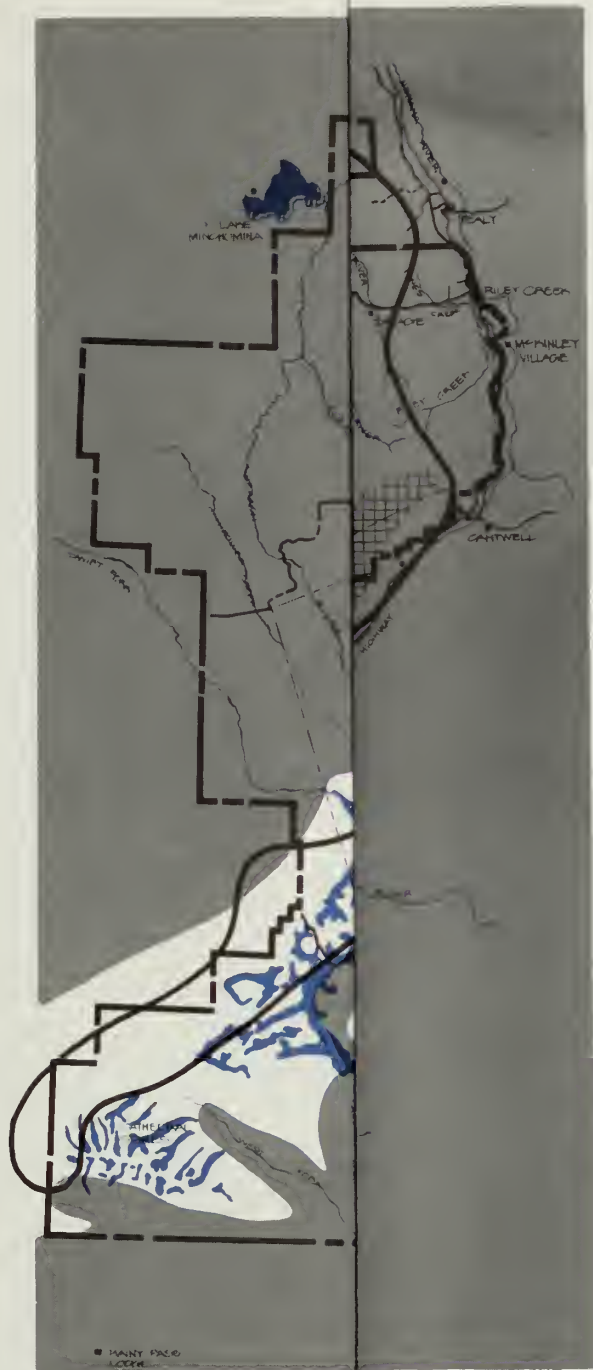
Wolverines are relatively abundant within central Alaska, although they never occur in great abundance compared to other furbearers. The wolverine is a member of the weasel family and feeds on everything from carrion to berries in all major vegetation associations. The lynx, Alaska's only native cat, inhabits the lowland forests and wetlands. It preys largely upon snowshoe hares, and cycles in the hare population directly affect the lynx population.

Denali's birdlife includes a variety of migratory waterfowl. Nonmigratory birds include chickadee, raven, magpie, woodpecker, ptarmigan, and owls. Trumpeter swans, formerly listed as endangered species, frequent floodplain meadows and small ponds.

Fish species include several salmon (king, coho, chum,), arctic char, Dolly Varden, whitefish, burbot, northern pike, sheefish, and grayling.

The only amphibian known to inhabit the area is the wood frog. Insects, including mosquitoes and various biting gnats, are prevalent in muskegs, drainages, and at lower elevations where winds are reduced by topography and vegetation. On higher hills and knolls in more exposed areas, winds tend to disperse insects.

In general the wildlife to the south of the Alaska Range is less visible than the wildlife along the park road corridor to the north. The existing park road follows a broad tundra valley north of the range and traces portions of a traditional caribou migration route. The dominant low mat vegetation and steep rock cliffs flanking segments of the route facilitate the viewing of large mammals (primarily caribou, Dall sheep, and grizzly bear) at great distances.



Sources: ADF&G, *Alaska's Wildlife and Habitat* (1973), ADF&G, 1984 habitat maps, ADNR, *Susitna Area Plan* (Anchorage 1984), USDI, FWS, "1980 Trumpeter Swan Survey Data" (1984), USDI, NPS, "Road Surface Treatment Planning Analysis, Mount McKinley National Park" (1978), USDI, NPS, *Draft Environmental Impact Statement, Kantishna Hills Dunkle Mine Study, Denali National Park and Preserve* (Denver 1983); USDI, NPS, "Wildlife Viewing and the Mandatory Public Transportation System in Denali National Park," by F. Singer and J. Beattie (Anchorage 1984).

DISTRIBUTION

DISTRIBUTION

AND NESTING AREAS



NORTH



WILDLIFE RESOURCES

Denali National Park and Preserve

United States Department of the Interior
National Park Service

184 | 20030A
DEC | FEB '86



MOOSE
 GENERAL DISTRIBUTION

DALL SHEEP
 GENERAL DISTRIBUTION



BEAR
 GENERAL DISTRIBUTION OF BLACK AND BROWN BEAR

BLACK BEAR INTENSIVE USE

BROWN BEAR INTENSIVE USE

KNOWN OR SUSPECTED DENNING (STUDIES ARE LIMITED)

OVERLAP OF INTENSIVE USE



WOLVES
 GENERAL DISTRIBUTION

CARIBOU
 GENERAL DISTRIBUTION

CALVING

TRUMPETER SWAN
 SIGHTINGS AND NESTING AREAS

Sources: ADF&G, *Alaska's Wildlife and Habitat* (1973); ADF&G, 1984 habitat maps; ADNR, *Southern Area Plan* (Anchorage 1984); USDI, FWS, "1980 Trumpeter Swan Survey Data" (1984); USDI, NPS, "Road Surface Treatment Planning Analysis, Mount McKinley National Park" (1978); USDI, NPS, *Diablo Environmental Impact Statement: Kuntushua Hills, Denali Mass Study, Denali National Park and Preserve* (Denver 1983); USDI, NPS, *Wildlife Viewing and the Mandatory Public Transportation System in Denali National Park* by F. Singer and J. Beattie (Anchorage 1984).



WILDLIFE RESOURCES

Denali National Park and Preserve
 United States Department of the Interior
 National Park Service

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Most areas to the south of the range are not expansive and open and thus do not afford a comparable viewing experience. Instead, wildlife viewing on the south side occurs within more enclosed spaces, as for example, sighting a moose in a small pond within a lowland forest area. Other species readily observable, particularly along drainages, are bear, beaver, and numerous small mammals. Wolf, wolverine, and coyote are wary of humans and are not often seen. Waterfowl, including trumpeter swans, are found in ponds and wetter areas. While access remains a major obstacle for most south-side fishing, the potential is greater than in rivers and streams which intersect the park road.

No threatened or endangered wildlife species are known to inhabit or migrate through the park and preserve. Grizzlies, wolves, and the golden and bald eagles are not considered threatened or endangered in Alaska (see appendix M).

CULTURAL ENVIRONMENT

The Denali region has fostered a rich prehistory and history of human occupation. However, the exact extent of human activity is not yet fully known, given the awesome dimensions of Mount McKinley and its flanks of lesser mountains, foothills, glacial canyons, and river valleys. Further archeological surveys and academic studies are needed to develop a comprehensive picture of human activity in the Denali region.

ARCHEOLOGY AND ETHNOGRAPHY

In very early times, 10,000 to 20,000 years ago, the northern sector of the park was on the margin of the Beringian steppe, where Pleistocene megafauna could support big game hunters of Siberian origin. Representations of this earliest culture are found in the early man site just outside the park boundary at Dry Creek, west of Healy. There, artifactual remains have been determined to be older than 10,500 BP, thus constituting one of the more important archeological discoveries in Alaska. The significance of this site has drawn considerable archeological attention to the area. A large stone spear point was recently found in the west end of the park, indicating the potential for an equivalent site to be found and dated within the park.

Prehistorically, the land comprising Denali National Park and Preserve was sparsely populated, reflecting the low biological productivity of the land and the geography of this border region between Pacific systems and the interior. Large game animals--the principal food source--were widely scattered, and thus, occupation was on an intermittent seasonal basis. Concentrating on obtaining the necessities of life, the inhabitants were likely migratory, seasonally following and intercepting herds of big game, especially caribou.

These bands left scanty remains at their temporary camps and game lookout points in the form of lithic scatterings. Thus, archeologists have been unable to determine the specific Alaska cultural tradition they represent. The archeological evidence gathered to date suggests representations of the American Paleoarctic tradition (Denali complex), the Northern Archaic tradition (possibly the Arctic Small Tool tradition), and prehistoric and historic Athapascans. The most definitive archeological remains, located within the Teklanika archeological district, are considered type sites for the Denali complex of the American Paleoarctic tradition, representing a people who preyed upon herds of grazing mammals in Beringia during the early Holocene.

More recently, Athapascan groups exploited this region, centering upon the Susitna, Tanana, and Kuskokwim river systems. At the time of European contact, three major Alaska native groups occupied the area: the Tanaina and Tanana Indians and the Ingalik. A mixing of Eskimo and Athapascan cultures may have taken place in the upper Kuskokwim River drainage before Russian exploration.

Native villages within the Denali region are known to have existed at McGrath, Telida, Nikolai, Lake Minchumina, and along the Tanana River and its tributaries. Another village may have been situated 50 miles southeast of Cantwell.

To these natives living in the region two centuries ago, the majestic snow covered peak towering above all others was known by various names--Denali, Trolike, Tenada, Trelaka--all meaning the great or high mountain. The foreigners drawn to the area in search of wealth (from furs to be harvested or minerals to be prospected) were not aware or apparently not interested in the great size of the mountains of the interior Alaska Range. It was not until 1896, spurred by a minor gold rush in the area, that prospector William Dickey arrived and drew public attention to the lofty peak, estimating its height at 20,000 feet. He named the mountain McKinley after William McKinley, presidential candidate and fellow proponent of the gold standard. Thus, Mount McKinley was recognized as the "summit of North America."

HISTORY

The first sighting of Mount McKinley by nonnatives occurred in 1794 when George Vancouver saw "distant stupendous mountains" from the Knik Arm of Cook Inlet.

Russian explorer-traders were the first nonnatives to visit the Mount McKinley region. Vassili Malakoff of the Russian American Company ascended the Susitna River in the early 1800s in search of furs and reached the area now comprising Denali State Park. Russians also came up the Kuskokwim River, setting up a few trading posts along its banks. Their initial ascendancy of the upper Kuskokwim took place in 1830, and arrival in the McKinley region occurred around 1842. The upper Kuskokwim was not attractive to the Russians, and so the trading posts were soon abandoned.

Despite the early European observations and tentative explorations, the Denali region remained virtually unknown to modern explorers until the late 19th century.

Alaska was purchased by the United States in 1867, but government-backed exploration of the area did not occur until 1898, when George Eldridge, geologist, and Robert Muldrow, topographer, of the United States Geological Survey approached Mount McKinley from the south to measure its elevation. Twenty-five years later the general route taken by Eldridge and Muldrow was followed during construction of the Alaska Railroad. Also in 1898 Sargent William Yanert crossed the Alaska Range through Broad Pass, making him the first white man to set foot in what is today Denali National Park and Preserve.

Another USGS party, headed by Alfred H. Brooks, set out in 1902 to survey the geology of the McKinley massif. This party circled nearly the entire base of the mountain and was the first to visit the local native tribes and to set foot on McKinley's lower slopes.

One year later, in 1903, Judge James Wickersham and party attempted the first ascent up Mount McKinley. The attempt was unsuccessful, reaching only 8,000 feet before turning back. At least 11 more expeditions would fall short of the summit before it was finally reached by the Stuck-Karstens expedition in 1913.

In 1905 placer gold was discovered on Moose Creek and in the Kantishna Hills, luring thousands of miners to the north side of McKinley. After a frenzied summer of prospecting, most miners moved onto other areas, while the handful of lucky miners who had struck pay dirt remained.

In 1915 construction was underway on a railroad which would connect Seward with Fairbanks. Construction camps sprang up along the line with the advance of the project. Train depots and roadhouses arose along the railway and small settlements developed at the train stops.

The metal prospecting and related geological and travel route surveys brought the mountain and its varied wildlife to public attention. Widely publicized mountaineering expeditions and naturalist Charles Sheldon's early movements to protect the animals of the Denali wilderness led to national park designation in 1917. The boundary included the top and north side of the McKinley massif as well as the northern flank of the Alaska Range. Automobile access within the park was provided in 1938, upon the completion of the McKinley National Park road. Visitors then brought their cars via the railroad. Almost 20 years later, in 1957, the Denali Highway connected the park road to the Richardson Highway and the rest of the Alaska road system. With the completion of the George Parks Highway in 1972, travel time from Anchorage and Fairbanks was greatly reduced, and in anticipation of greatly increased visitor use, the National Park Service instituted a free shuttle bus service along the park road and prohibited most private vehicle travel.

SIGNIFICANT CULTURAL RESOURCES

There are approximately 100 known cultural sites and structural units or complexes located within Denali National Park and Preserve. Though this may constitute only a fraction of what actually exists within the park, these cultural resources illustrate most major elements of the region's prehistory and history, representing themes from early man to modern Euro-American occupation.

Many cultural sites relate to prehistoric occupation of migratory big game hunters who used the area on an intermittent seasonal basis possibly as early as 10,000 years ago. Two sites, Teklanika East (HEA-001) and Teklanika West (HEA-002), comprise the Teklanika archeological district, which is listed on the National Register of Historic Places. The significance of this district is its archetypal site representation of the Denali complex of the Paleoarctic tradition--a people who preyed upon herds of grazing mammals in the Beringia during the early Holocene.

Two additional prehistoric sites containing lithic remains of early hunters have been determined potentially eligible for nomination to the National Register of Historic Places. Alaska heritage resource site MMK-028 is located on a hilltop near the confluence of Willow Creek and Moose Creek. MMK-027 is situated on a hill west of Rainy Creek.

Of additional archeological significance is an early man site at Dry Creek, located just outside the park boundaries. Listed on the National Register of Historic Places, this site has produced the earliest evidence of culture in the Denali region, and its proximity to the park suggests such prehistoric site potential therein.

Other sites relating to prehistoric use of Denali have been identified in the vicinity of the park road corridor on the Savage and Sanctuary rivers, along the upper reaches of the Susitna and Nenana river valleys, and at Telida, Minchumina, and Stephan lakes. The scanty remains of these brief encampments do not lend themselves to precise classification within a specific Alaska cultural tradition, and their overall significance is yet unclear.

Many of the significant historic structures relate to two distinct but often interrelated themes: mining and subsistence hunting and trapping. The majority of these surviving structures, which date between 1905 and 1935, are located in the Kantishna mining district. Based on a recent field study of this area, the National Park Service and the Alaska state historic preservation officer have determined the following structures are potentially eligible for the National Register of Historic Places:

- Kantishna roadhouse (unknown)
- Fanny Quigley residence (unknown)
- Busia's cabin (1920s)
- Banjo Mill (1936)
- Upper Caribou Creek (1920s)
- Glacier City (1905-06)
- Stampede Mine (1936-41)

The first four sites are privately owned.

The administrative history of the park is represented by two complexes of structures which are in the process of being nominated to the National Register of Historic Places. The park headquarters area is comprised of several buildings, including the park headquarters (1935), the east district ranger office (1928), the warehouse (1932), the dog kennels (1929), and the interpretive building (1928).

Other historic structures potentially eligible for inclusion in the National Register of Historic Places are the patrol cabins in the interior of the park dating from 1924 to 1939.

EXISTING VISITOR USE

The large visitation statistics at Denali National Park and Preserve are a reflection of the park complex's strategic location between Anchorage and Fairbanks, its long history in the national park system, and its easy access. Visitors can arrive at Denali via private vehicle, tour bus, railroad, or aircraft. A landing strip at Riley Creek accommodates small planes.

Currently, almost all visitor facilities are confined to the 88.5-mile-long park road corridor and near the park entrance along the George Parks Highway. The National Park Service operates seven campgrounds with a combined total of 225 campsites. Other overnight accommodations are provided inside the boundary by privately operated lodges and a concessioner-operated hotel. Camp Denali and the North Face Lodge, both privately owned, are located near the end of the park road in Kantishna. Camp Denali offers cabin accommodations for approximately 43 people, while the North Face Lodge has 15 motel-style rooms. Recently, the Kantishna Roadhouse has reopened for use and provides several rental cabins. Denali National Park Hotel (formerly McKinley Park Station Hotel), near the entrance to the park, offers a variety of accommodations with a capacity of 120 double rooms and 21 single rooms. Several additional commercial operations near the park entrance and adjacent to the park boundary provide lodging, camping, and associated visitor services for tourists to Denali.

The activities of visitors reflect the available access corridors and facilities. The majority of visitor use occurs along the park road corridor between Riley Creek and Wonder Lake. A shuttle bus system operates during the peak visitor use season. This transportation system performs two principal functions. It provides an opportunity for visitors to experience the park (primarily viewing wildlife and Mount McKinley) and it also provides access into the park's interior for backcountry users. In addition to the NPS park shuttle bus system, the concessioner offers wildlife tours along the park road, and the three lodges in Kantishna provide transportation from the park entrance to their facilities.

Visitor travel along the road corridor is by necessity controlled, and only those with camping permits or special use permits are allowed access in private vehicles. Even with the transportation systems and other controls to minimize wildlife disturbance, traffic volume along the road doubled between 1971 and 1979.

Visitation to Denali has grown remarkably since the area was established as a national park (see table 7). The extraordinary increase that occurred in 1972 was the result of the completion of the George Parks Highway and the ease of access it provided between Anchorage, Fairbanks, and the park. The past decade has witnessed continued growth in visitation, with recorded use almost quadrupling from 1972 to 1983.

Table 7: Annual Visitation, 1922-1984

<u>Year</u>	<u>Total Recreation Visits</u>
1922	7
1932	400
1942	5
1952	7,300
1962	16,600
1972	88,615
1973	137,418
1974	161,427
1975	160,600
1976	157,612
1977	170,031
1978	222,993
1979	251,105
1980	216,341
1981	256,593
1982	321,868
1983	346,082
1984	394,426
1985	432,542

Visitation to Denali is highly seasonal, with 93 percent of the total annual use occurring during the months of June, July, August, and September (see table 8).

Table 8: Seasonal Use Patterns, 1985

<u>Month</u>	<u>Total Recreational Visits</u>
January	166
February	161
March	346
April	661
May	10,993
June	94,794
July	144,598
August	122,482
September	55,241
October	1,854
November	788
December	458
Total	432,542



consultation and coordination

CONSULTATION AND REVIEW PROCESS

The process of developing the general management plan for Denali began in May 1983. The initial effort consisted of discussions between the planning team and the park to determine the range of issues at Denali National Park and Preserve and the best approach to be taken for this planning effort. The conclusion of these discussions was that the major problems facing Denali were the increasing level of visitors attracted to the park, the ramifications of increased use on the preservation of the park's resources, and how recreational activities might best be accommodated as demand accelerated in the future. As a result the planning effort principally focused on examining the south side of Denali for opportunities to support development and for its recreational potential.

During the 1983 summer season, field trips were scheduled to explore various sites on the south side. In conjunction with the field studies, informal meetings were scheduled with knowledgeable and interested parties to present the approach being taken on the plan and to gain an understanding of any concerns that might be evident. These meetings included representatives of state agencies, the native organizations, and conservation groups.

The proposal for the south side of Denali relies heavily upon the Alaska state park system for the implementation of an activity center in Denali State Park. Several meetings were held with the Alaska Division of Parks, both in the field and in Anchorage. The purpose of these meetings was to explain the approach, gauge any interest the state might have in the proposal, and provide periodic updates on the progress of the project. The contacts with the Alaska Division of Parks eventually resulted in the memorandum of understanding presented in appendix F.

In accordance with the revised programmatic memorandum of agreement between the National Park Service, the Advisory Council on Historic Preservation, and the Council of State Historic Preservation Officers, the National Park Service has sought the advice of the Advisory Council and the state historic preservation officer during the formulation of this plan.

The U.S. Fish and Wildlife Service was contacted for information regarding endangered or threatened plant or animal species within or adjacent to Denali National Park and Preserve (see appendix M).

As the project evolved, a planning newsletter was published and distributed to all individuals and agencies on the mailing list for Denali National Park and Preserve. The newsletter was released in February 1984, and generally indicated the scope of the plan, issues to be discussed, and a projected timeframe for completion of the project.

COMMENTS

A Draft General Management Plan/Environmental Assessment, Land Protection Plan, and Wilderness Suitability Review was made available for public review on April 5, 1985. Public meetings were held in Fairbanks, Healy, Talkeetna, and Anchorage. Approximately 200 people attended the meetings. About 320 written comments are available for inspection at the Alaska Regional Office in Anchorage. The majority of the comments addressed the proposed plan and specific issues and concerns people had with both the proposal and the alternative. The majority of reviewers indicated support for the concept of the south-side development alternative with specific comments on further planning and environmental assessment.

The draft plan was revised and reissued for review in December 1985. The 60-day public review period extended from December 9 to February 9. No public meetings were held. About 95 letters were received. Refer to the "Summary" at the beginning of this document for information about the major changes made to the plan following each public review period.

PUBLIC COMMENTS ON THE MARCH 1985 DRAFT PLAN

Visitor Use and Access

There should be no hotel development in the park.

The limit on vehicles along the road corridor (1984 level plus 15%) needs clarification.

The National Park Service should construct a northern access route to Kantishna.

The park and preserve backcountry should be made more accessible.

Access to the backcountry should be restricted through a permit system.

RS 2477 information should be added to the plan.

There should be no helicopter access to Ruth Glacier. It would be too noisy and intrusive.

South-side development should be further detailed as to what kinds of development and who is responsible for what activities. Further planning and environmental assessment are necessary.

The National Park Service should provide housing for shuttle bus contract drivers.

Development costs should be clarified.

Resource Management

The bear/human conflict-management plan should be elaborated upon.

The National Park Service is not providing adequate resource protection on mining activities at Kantishna.

The National Park Service is too restrictive on mining at Kantishna.

Land Protection Plan

The National Park Service should not purchase the Sheldon property (area 25). The existing use is historical and compatible.

The Kantishna mining claims should be purchased in fee rather than purchasing only the surface estates. There are too many restrictions on miners.

The Dunkle Mine exchange should not be made. The wolf townships should be acquired by the National Park Service.

Wilderness

The Ruth Glacier should be found suitable for wilderness.

Kantishna should be found unsuitable for wilderness.

Suitability criteria should be presented in the plan.

PUBLIC COMMENTS ON THE DECEMBER 1985 REVISED DRAFT PLAN

Visitor Use and Access

There should be no hotel in the park.

An access chart similar to the one found in the other NPS plans should be added to the Denali plan.

The campgrounds along the park road corridor should not be removed.

The National Park Service should construct a northern access route or the Stampede road.

The National Park Service should clarify their opposition to the Stampede road.

NPS implementation of ANILCA's "adequate and feasible" access is too restrictive.

A more detailed description of the proposed state and federal responsibilities on the south side of Denali should be added to the plan.

The National Park Service should contact native corporations regarding development projects.

Resource Management

NPS mineral resource management under 36 CFR 9A (requiring plans of operations) is "excessive, restrictive, and bureaucratic."

Impacts on natural resources could be caused by the south-side development project.

Land Protection Plan

Purchasing surface rights in Kantishna is excessive; it seems to indicate that the National Park Service wants to eliminate mining.

The National Park Service should have an outreach program to find out what projects landowners and community residents are contemplating that could affect the park or preserve.

Wilderness

All suitable lands should be designated as wilderness.

There is too much wilderness in Alaska and in Denali National Park and Preserve. No more wilderness should be designated.

PUBLIC COMMENTS GENERAL TO ALL OF THE 1985 REVISED DRAFT PLANS

General

The National Park Service should continue to protect and maintain the undeveloped character of the national park system units in Alaska.

The National Park Service is using policies that are too restrictive--the National Park Service is anti-people.

The public is not capable of developing data to respond to the plans.

Radio repeaters do not belong in parks.

Private land, subsistence, and mining are cultural resources and should be recognized as such.

Plans provide little improvement of recreational opportunities.

Employment opportunities for local residents were not discussed.

There should be subsistence management plans for each national park system unit.

Definitions of traditional, temporary use, and public safety should be included.

Implementation of the plans will be too expensive.

Requests for temporary facilities should be addressed on a case-by-case basis, not in a blanket prohibition (preserves only).

What would constitute a "significant expansion" of temporary facilities needs to be determined (preserves only).

Natural Resources

The management intent for fish and wildlife with respect to the National Park Service and Alaska Department of Fish and Game should be clarified.

All national park system units should have class I air quality.

Dogs should be the only pack animals allowed.

The Park Service should make a greater effort to identify all resources, including minerals.

The difference between "natural and healthy" and "healthy" wildlife populations should be discussed, and management implications should be identified.

The National Park Service should consider following U.S. Fish and Wildlife Service policy on the regulation of navigable rivers.

The plans need to state that the Park Service has ultimate authority for managing fish and wildlife.

The process for involving fish and game advisory councils and committees needs to be described.

Land Protection Plan

The plans need to state that complete federal ownership of land is needed for proper management.

All private lands need to be acquired.

Boundary adjustments could be used to eliminate private lands within park system units.

Inholders are threatened by unnecessary regulations.

The high priority for the acquisition of nonfederal lands is opposed.

The Park Service should consider land exchanges within national park system units to minimize effects on native allottees.

Native allotments should not be acquired.

Inholders would like to provide commercial services for other park users.

NEPA and 810 documents need to be prepared for land protection plans.

Private lands should be used as developed areas.

The mining EISs should be completed before making compatibility determinations.

Additions to national park system units should not simply be the same designation as adjacent units.

The land protection plans violate ANILCA provisions for access to inholdings.

Access

The National Park Service should limit the number of off-road vehicles.

RS 2477 maps should be deleted from the plans.

The use of helicopters should be restricted to administrative uses only.

The National Park Service does not have adjudicative or management authority for RS 2477 rights-of-way.

Snowmachines and motorboats should be further restricted.

ORV determinations relating to subsistence use lack substantiation.

RS 2477 rights-of-way should be resolved before wilderness recommendations are made.

If permits are required for ATVs, they should be easy to obtain.

The Wrangell's ORV study results should not be applied to other national park system units.

Public Involvement

Methods for involving local residents in planning and management should be identified.

The system for getting rural input in preparing the plans was inadequate.

Mechanisms for public review of resource management plans need to be provided.

Wilderness

Potential transportation corridors should not be recommended for wilderness designation.

Congress should review all changes in wilderness boundaries.

Wilderness areas need to be managed more liberally to be consistent with ANILCA.

appendixes/bibliography preparers and consultants



APPENDIX A: NPS PLANNING PROCESS

ANILCA REQUIREMENTS

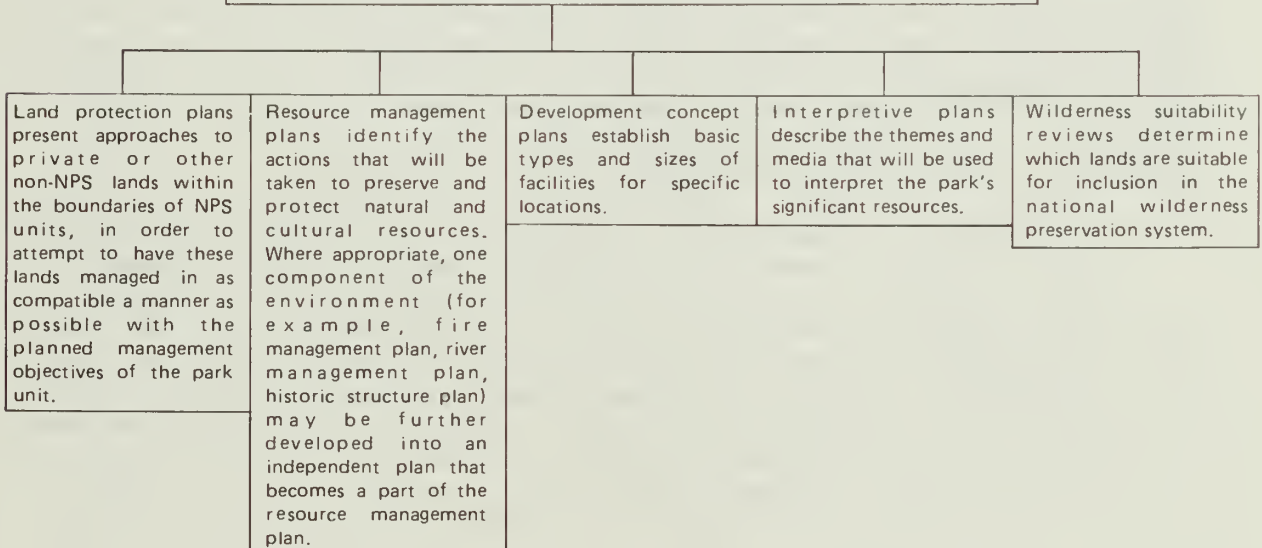
Section 1301 of the Alaska National Interest Lands Conservation Act (ANILCA: PL 96-487) requires the preparation of conservation and management plans for each unit of the national park system established or enlarged by ANILCA. These plans are to describe programs and methods for managing resources, proposed development for visitor services and facilities, proposed access and circulation routes and transportation facilities, programs and methods for protecting the culture of local residents, plans for acquiring land or modifying boundaries, methods for ensuring that uses of private lands are compatible with the purposes of the unit, and opportunities for mutually beneficial cooperation with other regional landowners.



NPS PLANNING DOCUMENTS

The National Park Service planning process for each park (preserve, monument, or other unit of the system) involves a number of stages, progressing from the formulation of broad objectives, through decisions about what general management direction should be followed to achieve the objectives, to formulation of detailed actions for implementing specific components of the general management plan.

The general management plan addresses topics of resource management, visitor use, park operations, and development in general terms. The goal of this plan is to establish a consensus among the National Park Service and interested agencies, groups, and individuals about the types and levels of visitor use, development, and resource protection that will occur. These decisions are based on the purpose of the park, its significant values, the activities occurring there now, and the resolution of any major issues surrounding possible land use conflicts within and adjacent to the park. The following kinds of detailed action plans are prepared concurrently with or after completion of the general management plan.



Depending largely on the complexity of individual planning efforts, action plans may or may not be prepared simultaneously with the general management plan. If they are prepared after the general plan, the NPS public involvement and cooperative planning efforts are continued until all of the implementation plans are completed.

APPENDIX B: THE MANDATE FOR DENALI

ESTABLISHMENT

The central portion of Denali was originally dedicated as Mount McKinley National Park on February 26, 1917, and "set apart as a public park for the benefit and enjoyment of the people." Congress specified that the park was established to serve as a "game refuge," and the secretary of the interior was directed to manage it for "the freest use . . . for recreation purposes by the public and for the preservation of animals, birds, and fish and . . . the natural curiosities and scenic beauties thereof." Subsequent legislation expanded the park boundaries and allocated funds "for the adequate housing, feeding, and transportation of the visiting public and residents."

In 1978 President Carter ordered extensive additions to the park, and using the central Alaskan native name for the "High One," he designated the area Denali National Monument. With the passage of the Alaska National Interest Lands Conservation Act (PL 96-487, section 202(3)(a)) on December 2, 1980, the former park with slightly modified additions was redesignated by Congress as Denali National Park and Preserve.

CONGRESSIONAL INTENT

All the new additions to the national park system established by ANILCA were to be administered pursuant to the act of August 25, 1916, which created the National Park Service (39 Stat. 535, as amended and supplemented in 16 USC 1, et seq.). That act states that lands within the system will be managed "to conserve scenery and the natural and historic objects and the wildlife . . . and to provide for the enjoyment of the same in such a manner and by such means as will leave them unimpaired for the enjoyment of future generations."

Specific to Denali, Congress stated that the intent was

to protect and interpret the entire mountain massif, and additional scenic mountain peaks and formations; and to protect habitat for, and populations of fish and wildlife including, but not limited to, brown/grizzly bears, moose, caribou, Dall sheep, wolves, swans and other waterfowl; and to provide continued opportunities, including reasonable access, for mountain climbing, mountaineering and other wilderness recreational activities. Subsistence uses by local residents shall be permitted in the additions where such uses are traditional (ANILCA, sec. 202 (3)(a)).

SUBSISTENCE AND SPORT HUNTING

The congressional guidance for the management of subsistence and sport hunting and trapping differs for the original park and for the new park

and preserve additions. Within former Mount McKinley National Park, where all hunting was prohibited at the time of the passage of ANILCA, such use (and any associated shelters and equipment) will continue to be prohibited. Subsistence harvests are authorized within the new park and preserve additions, pursuant to title VIII of ANILCA. Local rural residents engaged in a subsistence lifestyle may continue to do so in a manner consistent with the perpetuation of natural and healthy wildlife populations in the park and healthy wildlife populations in the preserve (ANILCA, section 815). Trapping (by other than eligible subsistence users) and sport hunting are prohibited on all park lands, including the new park additions, but they are permitted on preserve lands. With this exception, the preserve is managed the same as the national park. ANILCA created a subsistence resource commission and charged it with establishing a subsistence hunting plan for the park. The commission's recommendations will be forwarded to the secretary of the interior for review and implementation in accordance with section 808(b) of the act.

In accordance with section 1316(b) of ANILCA, the National Park Service proposes not to allow the establishment on NPS lands of any new "tent platforms, shelters and other temporary facilities and equipment directly and necessarily related to" the taking of fish and wildlife in Denali National Preserve. Such new facilities or equipment would constitute a significant expansion of existing facilities or uses that would be detrimental to the purposes for which the preserve was established. Temporary structures in support of subsistence activities are authorized under existing regulations (36 CFR 13.17).

MINING AND MINERAL DEVELOPMENT

Mining within the park was first addressed in the 1917 park enabling legislation, which stipulated that existing valid claims and entry and location rights could not be affected by park designation and that existing mineral land laws, in particular the Mining Law of 1872, would continue to apply to all lands within the boundary. Subsequent legislation in 1931 (46 Stat. 1043) authorized the secretary of the interior to prescribe regulations for the surface use of lands within Mount McKinley provided that no one was denied entrance to the park for prospecting and mining purposes.

The Mining in the Parks Act of 1976 (PL 94-429, 16 USC 21-54) closed the park to any further mineral entry and location and placed a four-year moratorium on surface disturbance for mineral explorations and development of existing valid claims. This legislation also required that unpatented claims within the park boundary be recorded, and that the secretary of the interior recommend to Congress whether any valid or patented claims should be acquired by the federal government. The act also precipitated the promulgation of federal regulations governing all mining activities on patented or valid unpatented mining claims in all NPS areas. These regulations (36 CFR 9A) enable the National Park Service to prevent or minimize damage to resource values through control of mining activities.

ANILCA, section 206, withdrew all federal lands within Alaskan units of the national park system from mineral entry and location and from disposition under the mineral leasing laws, subject to valid existing rights.

WILDERNESS MANAGEMENT

Section 701 of ANILCA designated approximately 1,900,000 acres of Denali National Park as wilderness and directed that this wilderness be managed in accordance with the Wilderness Act of 1964 except as otherwise expressly provided for in ANILCA. The Wilderness Act states that wilderness areas "shall be administered for the use and enjoyment of the American people in such manner as will leave them unimpaired for future use and enjoyment as wilderness."

Wilderness is then defined (in part) as "an area of undeveloped Federal land retaining its primeval character and influence, without permanent improvements or human habitations, which is protected and managed so as to preserve its natural conditions."

ANILCA made certain exceptions to the Wilderness Act that apply only to the management of wilderness areas in Alaska. These are summarized below.

Section 1110(a) provides that the secretary will permit in conservation system units, which by definition in section 102(4) includes units of the national wilderness preservation system,

the use of snowmachines (during periods of adequate snow cover), motorboats, airplanes and nonmotorized surface transportation methods for traditional activities (where such activities are permitted by this Act or other law) and for travel to and from villages and homesites. Such use shall be subject to reasonable regulations by the Secretary to protect the natural and other values of the conservation system units, . . . and shall not be prohibited unless, after notice and hearing in the vicinity of the affected unit or area, the Secretary finds that such use would be detrimental to the resource values of the unit or area.

The National Park Service has incorporated this provision into 43 CFR 36.11 which covers the special access in Conservation system units in Alaska.

The continued use of airplanes in designated wilderness is allowed under the above cited sections of ANILCA and the Code of Federal Regulations. Helicopter landings are prohibited except in compliance with a permit issued by the superintendent.

Motorboats may also be used on bodies of water within wilderness. Snowmachine access occurs throughout the 1980 additions to the park and preserve and will continue to be allowed in the designated wilderness

under the above cited sections of ANILCA and the Code of Federal Regulations. No other forms of motorized access are permitted except as provided by ANILCA sections 1110 and 1111.

The Wilderness Act, section 4(c), states that subject to existing private rights there shall be "no commercial enterprise and no permanent road within any wilderness area . . . and except as necessary to meet minimum requirements for the administration of the area for purposes of this Act (including measures required in emergencies involving health and safety of persons within the area), there shall be no temporary road . . . and no structure or installation within the area."

Section 1303(a)(3) of ANILCA, however, authorizes the use and occupancy of existing cabins or other structures in national park system units under a permit system. Cabins and other structures not under a permit system may be used for official government business, for emergencies involving health and safety, and for general public use. Also under section 1303(a)(4), the secretary may permit the construction and maintenance of cabins or other structures if it is determined that the use is necessary for reasonable subsistence use. Section 1315 of ANILCA states that "previously existing public use cabins within wilderness . . . may be permitted to continue and may be maintained or replaced subject to such restrictions as the Secretary deems necessary to preserve the wilderness character of the area."

Section 1315 also allows the construction of new cabins and shelters if necessary for the protection of public health and safety. Appropriate congressional committees must be notified of the intention to remove existing public use cabins or shelters or to construct new ones in wilderness.

Section 1310 provides for access to and the operation, maintenance, and establishment of air and water navigation aids, communications sites and related facilities, and facilities for weather, climate, and fisheries research and monitoring in wilderness areas, subject to reasonable regulation.

Section 1316 provides that the secretary will permit, subject to reasonable regulations, temporary shelters and facilities on lands open to the taking of fish and wildlife (i.e., national preserves). However, such use may be denied if the secretary determines, subject to adequate notice, that such facilities constitute a significant expansion of existing facilities or are detrimental to unit purposes, including wilderness character, and thereupon deny such use. A finding of significant expansion is contained in the discussion of temporary facilities and cabins in the "General Management Plan" section of this document.

The decision-making process established in title XI of ANILCA for the siting of transportation and utility systems applies to designated wilderness in Alaska.

Wilderness management under the above cited mandates has been integrated with other aspects of visitor use and resource management for the park and preserve which are discussed elsewhere in this document.

APPENDIX C: FINAL RULES ON PUBLIC
USE OF NATIONAL PARK SYSTEM UNITS IN
ALASKA (36 CFR 1.5 and 13 and 43 CFR 36)

31854 Federal Register / Vol. 46, No. 116 / Wednesday, June 17, 1981 / Rules and Regulations

**PART 13—NATIONAL PARK SYSTEM
UNITS IN ALASKA**

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- 13.2 Applicability and scope.
- 13.3 Penalties.
- 13.4 Information collection.
- * ~~13.10 Snowmachines.~~
- * ~~13.11 Motorboats.~~
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- * ~~13.13 Aircraft.~~
- * ~~13.14 Off-road vehicles.~~
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Park Areas in Alaska**

- 13.60 Aniakchak National Monument and Preserve.
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- 13.70 Lake Clark National Park and Preserve.
- 13.71 Noatak National Preserve.
- 13.72 Sitka National Historical Park.
- 13.73 Wrangell-St. Elias National Park and Preserve.
- 13.74 Yukon-Charley Rivers National Preserve.

Authority: Sec. 3 of the Act of August 15, 1918 (39 Stat. 535, as amended (16 U.S.C. 3)); 16 U.S.C. 1, 1a-1, 1c, 462; Alaska National Interest Lands Conservation Act (ANILCA), 94 Stat. 2371 and 1281; Pub. L. No. 96-487 (December 2, 1980); and the Paperwork Reduction Act of 1980, 94 Stat. 2812, Pub. L. No. 96-511.

Subpart A—Public Use and Recreation

§ 13.1 Definitions.

The following definitions shall apply to all regulations contained in this part:

- * ~~(a) The term "adequate and feasible access" means a reasonable method and route of pedestrian or vehicular transportation which is economically practicable for achieving the use or development desired by the applicant on his/her non-federal land or occupancy interest, but does not necessarily mean the least costly alternative.~~

(b) The term "aircraft" means a machine or device that is used or intended to be used to carry persons or objects in flight through the air, including, but not limited to airplanes, helicopters and gliders.

(c) The term "ANILCA" means the Alaska National Interest Lands Conservation Act (94 Stat. 2371; Pub. L. 96-487 (December 2, 1980)).

(d) The term "carry" means to wear, bear or carry on or about the person and additionally, in the case of firearms, within or upon a device or animal used for transportation.

(e) The term "downed aircraft" means an aircraft that as a result of mechanical failure or accident cannot take off.

(f) The term "firearm" means any loaded or unloaded pistol, revolver, rifle, shotgun or other weapon which will or is designated to or may readily be converted to expel a projectile by the action of expanded gases, except that it does not include a pistol or rifle powered by compressed gas. The term "firearm" also includes irritant gas devices.

(g) The term "fish and wildlife" means any member of the animal kingdom,

*Regulations that were revised as of Sept. 4, 1986

including without limitation any mammal, fish, bird (including any migratory, nonmigratory or endangered bird for which protection is also afforded by treaty or other international agreement), amphibian, reptile, mollusk, crustacean, arthropod, or other invertebrate, and includes any part, produce, egg, or offspring thereof, or the dead body or part thereof.

(h) The term "fossil" means any remains, impression, or trace of any animal or plant of past geological ages that has been preserved, by natural processes, in the earth's crust.

(i) The term "gemstone" means a silica or igneous mineral including, but not limited to (1) geodes, (2) petrified wood, and (3) jade, agate, opal, garnet, or other mineral that when cut and polished is customarily used as jewelry or other ornament.

(j) The term "National Preserve" shall include the following areas of the National Park System:

Alagnak National Wild and Scenic River, Aniakchak National Preserve, Bering Land Bridge National Preserve, Denali National Preserve, Gates of the Arctic National Preserve, Glacier Bay National Preserve, Katmai National Preserve, Lake Clark National Preserve, Noatak National Preserve, Wrangell-St. Elias National Preserve, and Yukon-Charley National Preserve.

(k) The term "net" means a seine, weir, net wire, fish trap, or other implement designed to entrap fish, except a landing net.

(l) The term "off-road vehicle" means any motor vehicle designed for or capable of crosscountry travel on or immediately over land, water, sand, snow, ice, marsh, wetland or other natural terrain, except snowmachines or snowmobiles as defined in this chapter.

(m) The term "park areas" means lands and waters administered by the National Park Service within the State of Alaska.

(n) The term "person" means any individual, firm, corporation, society, association, partnership, or any private or public body.

(o) The term "possession" means exercising dominion or control, with or without ownership, over weapons, traps, nets or other property.

(p) The term "public lands" means lands situated in Alaska which are federally owned lands, except—

(1) land selections of the State of Alaska which have been tentatively approved or validly selected under the Alaska Statehood Act (72 Stat. 339) and lands which have been confirmed to, validly selected by, or granted to the Territory of Alaska or the State under any other provision of Federal law;

(2) land selections of a Native Corporation made under the Alaska Native Claims Settlement Act (85 Stat. 688) which have not been conveyed to a Native Corporation, unless any such selection is determined to be invalid or is relinquished; and

(3) lands referred to in section 19(b) of the Alaska Native Claims Settlement Act.

(q) The term "snowmachine" or "snowmobile" means a self-propelled vehicle intended for off-road travel primarily on snow having a curb weight of not more than 1,000 pounds (450 kg), driven by a track or tracks in contact with the snow and steered by a ski or skis on contact with the snow.

(r) The term "Superintendent" means any National Park Service official in charge of a park area, the Alaska Regional Director of the National Park Service, or an authorized representative of either.

(s) The term "take" or "taking" as used with respect to fish and wildlife, means to pursue, hunt, shoot, trap, net, capture, collect, kill, harm, or attempt to engage in any such conduct.

(t) The term "temporary" means a continuous period of time not to exceed 12 months, except as specifically provided otherwise.

(u) The term "trap" means a snare, trap, mesh, or other implement designed to entrap animals other than fish.

(v) The term "unload" means there is no unexpended shell or cartridge in the chamber or magazine of a firearm; bows, crossbows and spearguns are stored in such a manner as to prevent their ready use; muzzle-loading weapons do not contain a powder charge; and any other implement capable of discharging a missile into the air or under the water does not contain a missile or similar device within the loading or discharging mechanism.

(w) The term "weapon" means a firearm, compressed gas or spring powered pistol or rifle, bow and arrow, crossbow, blow gun, speargun, hand thrown spear, slingshot, explosive device, or any other implement designed to discharge missiles into the air or under the water.

§ 13.2 Applicability and scope.

(a) The regulations contained in this Part 13 are prescribed for the proper use and management of park areas in Alaska and supplement the general regulations of this chapter. The general regulations contained in this chapter are applicable except as modified by this Part 13.

(b) Subpart A of this Part 13 contains regulations applicable to park areas. Such regulations amend in part the

general regulations contained in this chapter. The regulations in Subpart A govern use and management, including subsistence activities, within the park areas, except as modified by Subparts B or C.

(c) Subpart B of this Part 13 contains regulations applicable to subsistence activities. Such regulations apply to park areas except Kenai Fjords National Park, Katmai National Park, Glacier Bay National Park, Klondike Gold Rush National Historical Park, Sitka National Historical Park, and parts of Denali National Park. The regulations in Subpart B amend in part the general regulations contained in this chapter and the regulations contained in Subpart A of this Part 13.

(d) Subpart C of this Part 13 contains special regulations for specific park areas. Such regulations amend in part the general regulations contained in this chapter and the regulations contained in Subparts A and B of this Part 13.

(e) The regulations contained in this Part 13 are applicable only on federally owned lands within the boundaries of any park area. For purposes of this part, "federally owned lands" means land interests held or retained by the United States, but does not include those land interests: (1) Tentatively approved, legislatively conveyed, or patented to the State of Alaska; or (2) interim conveyed or patented to a Native Corporation or person.

§ 13.3 Penalties.

Any person convicted of violating any provision of the regulations contained in this Part 13, or as the same may be amended or supplemented, may be punished by a fine not exceeding \$500 or by imprisonment not exceeding 6 months, or both, and may be adjudged to pay all costs of the proceedings (16 U.S.C. 3).

§ 13.4 Information collection.

The information collection requirements contained in §§ 13.13, 13.14, 13.15, 13.16, 13.17, 13.31, 13.44, 13.45, 13.49, and 13.51 have been approved by the Office of Management and Budget under 44 U.S.C. 3507 and assigned clearance number 1024-0015. The information is being collected to solicit information necessary for the Superintendent to issue permits and other benefits. This information will be used to grant statutory or administrative benefits. In all sections except 13.13, the obligation to respond is required to obtain a benefit. In § 13.13, the obligation to respond is mandatory.

**** § 36.10 Access to inholdings.**

(a) This section sets forth the procedures to provide adequate and feasible access to inholdings within areas in accordance with section 1110(b) of ANILCA. As used in this section, the term:

(1) "Adequate and feasible access" means a route and method of access that is shown to be reasonably necessary and economically practicable but not necessarily the least costly alternative for achieving the use and development by the applicant on the applicant's nonfederal land or occupancy interest.

(2) "Area" also includes public lands administered by the BLM designated as wilderness study areas.

(3) "Effectively surrounded by" means that physical barriers prevent adequate and feasible access to State or private lands or valid interests in lands except across an area(s). Physical barriers include but are not limited to rugged mountain terrain, extensive marsh areas, shallow water depths and the presence of ice for large periods of the year.

(4) "Inholding" means State-owned or privately owned land, including subsurface rights of such owners underlying public lands or a valid mining claim or other valid occupancy that is within or is effectively surrounded by one or more areas.

(b) It is the purpose of this section to ensure adequate and feasible access across areas for any person who has a valid inholding. A right-of-way permit for access to an inholding pursuant to this section is required only when this part does not provide for adequate and feasible access without a right-of-way permit.

(c) Applications for a right-of-way permit for access to an inholding shall be filed with the appropriate Federal agency on a SF 299. Mining claimants who have acquired their rights under the General Mining Law of 1872 may file their request for access as a part of their plan of operations. The appropriate Federal agency may require the mining claimant applicant to file a SF 299, if in its discretion, it determines that more complete information is needed. Applicants should ensure that the following information is provided:

(1) Documentation of the property interest held by the applicant including, for claimants under the General Mining Law of 1872, as amended (30 U.S.C. 21-54), a copy of the location notice and recordings required by 43 U.S.C. 1744;

(2) A detailed description of the use of the inholding for which the applied for right-of-way permit is to serve; and

(3) If applicable, rationale demonstrating that the inholding is effectively surrounded by an area(s).

(d) The application shall be filed in the same manner as under § 36.4 and shall be reviewed and processed in accordance with §§ 36.5 and 36.6.

(e)(1) For any applicant who meets the criteria of paragraph (b) of this section, the appropriate Federal agency shall specify in a right-of-way permit the route(s) and method(s) of access across the area(s) desired by the applicant, unless it is determined that:

(i) The route or method of access would cause significant adverse impacts on natural or other values of the area and adequate and feasible access otherwise exists; or

(ii) The route or method of access would jeopardize public health and safety and adequate and feasible access otherwise exists; or

(iii) The route or method is inconsistent with the management plan(s) for the area or purposes for which the area was established and adequate and feasible access otherwise exists; or

(iv) The method is unnecessary to accomplish the applicant's land use objective.

(2) If the appropriate Federal agency makes one of the findings described in paragraph (e)(1) of this Section, another alternate route(s) and/or method(s) of access that will provide the applicant adequate and feasible access shall be specified by that Federal agency in the right-of-way permit after consultation with the applicant.

(f) All right-of-way permits issued pursuant to this section shall be subject to terms and conditions in the same manner as right-of-way permits issued pursuant to § 36.9.

(g) The decision by the appropriate Federal agency under this section is the final administrative decision.

**** § 36.11 Special access.**

(a) This section implements the provisions of section 1110(a) of ANILCA regarding use of snowmachines, motorboats, nonmotorized surface transportation, aircraft, as well as off-road vehicle use.

As used in this section, the term:

(1) "Area" also includes public lands administered by the BLM and designated as wilderness study areas.

(2) "Adequate snow cover" shall mean snow of sufficient depth, generally 6-12 inches or more, or a combination of snow and frost depth sufficient to protect the underlying vegetation and soil.

(b) Nothing in this section affects the use of snowmobiles, motorboats and nonmotorized means of surface transportation traditionally used by rural residents engaged in subsistence activities, as defined in Title VIII of ANILCA.

(c) The use of snowmachines (during periods of adequate snow cover and frozen river conditions) for traditional activities (where such activities are permitted by ANILCA or other law) and for travel to and from villages and homesites and other valid occupancies is permitted within the areas, except where such use is prohibited or otherwise restricted by the appropriate Federal agency in accordance with the procedures of paragraph (h) of this section.

(d) Motorboats may be operated on all area waters, except where such use is prohibited or otherwise restricted by the appropriate Federal agency in accordance with the procedures of paragraph (h) of this section.

(e) The use of nonmotorized surface transportation such as domestic dogs, horses and other pack or saddle animals is permitted in areas except where such use is prohibited or otherwise restricted by the appropriate Federal agency in accordance with the procedures of paragraph (h) of this section.

(f) Aircraft.

(1) Fixed-wing aircraft may be landed and operated on lands and waters within areas, except where such use is prohibited or otherwise restricted by the appropriate Federal agency, including closures or restrictions pursuant to the closures of paragraph (h) of this section. The use of aircraft for access to or from lands and waters within a national park or monument for purposes of taking fish and wildlife for subsistence uses therein is prohibited, except as provided in 36 CFR 13.45. The operation of aircraft resulting in the harassment of wildlife is prohibited.

** Sept. 4, 1986, revisions--43 CFR 36.10, 36.11, and 36.12.

(2) In imposing any prohibitions or restrictions on fixed-wing aircraft use the appropriate Federal agency shall:

(i) Publish notice of prohibition or restrictions in "Notices to Airmen" issued by the Department of Transportation; and

(ii) Publish permanent prohibitions or restrictions as a regulatory notice in the United States Flight Information Service "Supplement Alaska."

(3) Except as provided in paragraph (f)(3)(i) of this section, the owners of any aircraft downed after December 2, 1980, shall remove the aircraft and all component parts thereof in accordance with procedures established by the appropriate Federal agency. In establishing a removal procedure, the appropriate Federal agency is authorized to establish a reasonable date by which aircraft removal operations must be complete and determine times and means of access to and from the downed aircraft.

(i) The appropriate Federal agency may waive the requirements of this paragraph upon a determination that the removal of downed aircraft would constitute an unacceptable risk to human life, or the removal of a downed aircraft would result in extensive resource damage, or the removal of a downed aircraft is otherwise impracticable or impossible.

(ii) Salvaging, removing, possessing or attempting to salvage, remove or possess any downed aircraft or component parts thereof is prohibited, except in accordance with a removal procedure established under this paragraph and as may be controlled by the other laws and regulations.

(4) The use of a helicopter in any area other than at designated landing areas pursuant to the terms and conditions of a permit issued by the appropriate Federal agency, or pursuant to a memorandum of understanding between the appropriate Federal agency and another party, or involved in emergency or search and rescue operations is prohibited.

(9) Off-road vehicles.

(1) The use of off-road vehicles (ORV) in locations other than established roads and parking areas is prohibited, except on routes or in areas designated by the appropriate Federal agency in accordance with Executive Order 11644, as amended or pursuant to a valid permit as prescribed in paragraph (g)(2) of this section or in §§ 38.10 or 36.12.

(2) The appropriate Federal agency is authorized to issue permits for the use of ORVs on existing ORV trails located in areas (other than in areas designated as part of the National Wilderness

Preservation System) upon a finding that such ORV use would be compatible with the purposes and values for which the area was established. The appropriate Federal agency shall include in any permit such stipulations and conditions as are necessary for the protection of those purposes and values.

(h) Closure procedures.

(1) The appropriate Federal agency may close an area on a temporary or permanent basis to use of aircraft, snowmachines, motorboats or nonmotorized surface transportation only upon a finding by the agency that such use would be detrimental to the resource values of the area.

(2) Temporary closures.

(i) Temporary closures shall not be effective prior to notice and hearing in the vicinity of the area(s) directly affected by such closures and other locations as appropriate.

(ii) A temporary closure shall not exceed 12 months.

(3) Permanent closures shall be published by rulemaking in the Federal Register with a minimum public comment period of 60 days and shall not be effective until after a public hearing(s) is held in the affected vicinity and other locations as deemed appropriate by the appropriate Federal agency.

(4) Temporary and permanent closures shall be (i) publishing at least once in a newspaper of general circulation in Alaska and in a local newspaper, if available; posted at community post offices within the vicinity affected; made available for broadcast on local radio stations in a manner reasonably calculated to inform residents in the affected vicinity; and designated on a map which shall be available for public inspection at the office of the appropriate Federal agency and other places convenient to the public; or (ii) designated by posting the area with appropriate signs; or (iii) both.

(5) In determining whether to open an area that has previously been closed pursuant to the provisions of this section, the appropriate Federal agency shall provide notice in the Federal Register and shall, upon request, hold a hearing in the affected vicinity and other locations as appropriate prior to making a final determination.

(6) Nothing in this section shall limit the authority of the appropriate Federal agency to restrict or limit uses of an area under other statutory authority.

*** * § 36.12 Temporary access.**

(i) Except as otherwise specifically permitted under the provisions of this section, entry into closed areas or failure to abide by restrictions established under this section is prohibited.

(j) Any person convicted of violating any provision of the regulations contained in this section, or as the same may be amended or supplemented, may be punished by a fine or by imprisonment in accordance with the penalty provisions applicable to the area.

(a) For the purposes of this section, the term:

(1) "Area" also includes public lands administered by the BLM designated as wilderness study areas or managed to maintain the wilderness character or potential thereof, and the National Petroleum Reserve—Alaska.

(2) "Temporary access" means limited, short-term (i.e., up to one year from issuance of the permit) access which does not require permanent facilities for access to State or private lands.

(b) This section is applicable to State and private landowners who desire temporary access across an area for the purposes of survey, geophysical, exploratory and other temporary uses of such non-federal lands, and where such temporary access is not affirmatively provided for in §§ 36.10 and 36.11. State and private landowners meeting the criteria of § 36.10(b) are directed to use the procedures of § 36.10 to obtain temporary access.

(c) A landowner requiring temporary access across an area for survey, geophysical, exploratory or similar temporary activities shall apply to the appropriate Federal agency for an access permit by providing the relevant information requested in the SF 299.

(d) The appropriate Federal agency shall grant the desired temporary access whenever it is determined, after compliance with the requirements of NEPA, that such access will not result in permanent harm to the area's resources. The area manager shall include in any permit granted such stipulations and conditions on temporary access as are necessary to ensure that the access granted would not be inconsistent with the purposes for which the area was established and to ensure that no permanent harm will result to the area's resources and section 810 of ANILCA is complied with.

§ 13.17 Cabins and other structures.

(a) *Purpose.* It is the purpose of this section to provide procedures and guidance for those occupying and using existing cabins and those wishing to construct new cabins within park areas.

(b) *Existing cabins or other structures.*

(1) This subsection applies to all park areas in Alaska except Klondike Gold Rush National Historical Park, Sitka National Historical Park and the former Mt. McKinley National Park, Glacier Bay National Monument and Katmai National Monument.

(2) Cabins or other structures existing prior to December 18, 1973, may be occupied and used by the claimants to these structures pursuant to a nontransferable, renewable permit. This use and occupancy shall be for terms of five years. *Provided, however,* That the claimant to the structure, by application:

(i) Reasonably demonstrates by affidavit, bill of sale or other documentation proof of possessory interest or right of occupancy in the cabin or structure;

(ii) Submits an acceptable photograph or sketch which accurately depicts the cabin or structure and a map showing its geographic location;

(iii) Agrees to vacate and remove all personal property from the cabin or structure upon expiration of the permit;

(iv) Acknowledges in the permit that he/she has no interest in the real property on which the cabin or structure is located; and

(v) Submits a listing of the names of all immediate family members residing in the cabin or structure.

Permits issued under the provisions of this paragraph shall be renewed every five years until the death of the last immediate family member of the claimant residing in the cabin or structure under permit. Renewal will occur unless the Superintendent determines after notice and hearing, and on the basis of substantial evidence in the administrative record as a whole, that the use under the permit is causing or may cause significant detriment to the principal purposes for which the park area was established. The Superintendent's decision may be appealed pursuant to the provisions of 43 CFR 4.700.

(3) Cabins or other structures, the occupancy or use of which began between December 18, 1973, and December 1, 1978, may be used and occupied by the claimant to these structures pursuant to a nontransferable, nonrenewable permit. This use and occupancy shall be for a maximum term of 1 year: *Provided, however*, That the claimant, by application, complies with § 13.17(c)(1) (i) through (iv) above. Permits issued under the provisions of this paragraph may be extended by the Superintendent, subject to reasonable regulations, for a period not to exceed one year for such reasons as the Superintendent deems equitable and just.

(4) Cabins or other structures, construction of which began after December 1, 1978, shall not be available for use and occupancy, unless authorized under the provisions of paragraph (d) of this section.

(5) Cabins or other structures, not under permit, shall be used only for official government business: *Provided, however*, That during emergencies involving the safety of human life, or where designated for public use by the Superintendent through the posting of signs, these cabins may be used by the general public.

(c) *New Cabins or Other Structures Necessary for Subsistence Uses or Otherwise Authorized by Law.* The Superintendent may issue a permit under such conditions as he/she may prescribe for the construction, reconstruction, temporary use, occupancy, and maintenance of new cabins or other structures when he/she determines that the use is necessary to accommodate reasonably subsistence uses or is otherwise authorized by law. In determining whether to permit the use, occupancy, construction, reconstruction or maintenance of cabins or other structures, the Superintendent shall be guided by factors such as other public uses, public health and safety, environmental and resource protection, research activities, protection of cultural or scientific values, subsistence uses, endangered or threatened species conservation and other management considerations necessary to ensure that the activities authorized pursuant to this section are compatible with the purposes for which the park area was established.

(d) *Existing Cabin Leases or Permits.* Nothing in this section shall preclude the renewal or continuation of valid leases or permits in effect as of December 2, 1980, for cabins, homesites, or similar structures on federally owned lands. Unless the Superintendent issues specific findings, following notice and

an opportunity for the leaseholder or permittee to respond, that renewal or continuation of such valid permit or lease constitutes a direct threat or a significant impairment to the purposes for which the park area was established, he/she shall renew such valid leases or permits upon their expiration in accordance with the provisions of the original lease or permit subject to such reasonable regulations as he/she prescribe in keeping with the management objectives of the park area. Subject to the provisions of the original lease or permit, nothing in this paragraph shall necessarily preclude the Superintendent from transferring such a lease or permit to another person at the election or death of the original permittee or leasee.

§ 13.18 Camping and picnicking.

(a) *Camping.* Camping is permitted in park areas except where such use is prohibited or otherwise restricted by the Superintendent in accordance with the provisions of § 13.30, or as set forth for specific park areas in Subpart C of this part.

(b) *Picnicking.* Picnicking is permitted in park areas except where such activity is prohibited by the posting of appropriate signs.

§ 13.19 Weapons, traps and nets.

(a) This section applies to all park areas in Alaska except Klondike Gold Rush National Historical Park, Sitka National Historical Park and the former Mt. McKinley National Park, Glacier Bay National Monument and Katmai National Monument.

(b) Firearms may be carried within park areas in accordance with applicable Federal and State laws, except where such carrying is prohibited or otherwise restricted pursuant to § 13.30.

(c) Traps, bows and other implements authorized by State and Federal law for the taking of fish and wildlife may be carried within National Preserves only during those times when the taking of fish and wildlife is authorized by applicable law or regulation.

(d) In addition to the authorities provided in paragraphs (b) and (c) of this section, weapons (other than firearms) traps and nets may be possessed within park areas provided such weapons, traps or nets are within or upon a device or animal used for transportation and are unloaded and cased or otherwise packed in such a manner as to prevent their ready use while in a park area.

(e) Notwithstanding the provisions of this section, local rural residents who are authorized to engage in subsistence

uses, including the taking of wildlife pursuant to § 13.48, may use, possess, or carry traps, nets and other weapons in accordance with applicable State and Federal laws.

§ 13.20 Preservation of natural features.

(a) This section applies to all park areas in Alaska except Klondike Gold Rush National Historical Park, Sitka National Historical Park, the former Mt. McKinley National Park, Glacier Bay National Monument, and Katmai National Monument.

(b) *Renewable Resources.* The gathering or collecting, by hand and for personal use only, of the following renewable resources is permitted:

(1) Natural plant food items, including fruits, berries and mushrooms, but not including threatened or endangered species;

(2) Driftwood and uninhabited seashells;

(3) Such plant materials and minerals as are essential to the conduct of traditional ceremonies by Native Americans; and

(4) Dead or downed wood for use in fires within park areas.

(c) *Rocks and Minerals.* Surface collection, by hand (including hand-held gold pans) and for personal recreational use only, of rocks and minerals is permitted: *Provided, however*, That (1) collection of silver, platinum, gemstones and fossils is prohibited, and (2) collection methods which may result in disturbance of the ground surface, such as the use of shovels, pickaxes, sluice boxes, and dredges, are prohibited.

(d) *Closure and Notice.* Under conditions where it is found that significant adverse impact on park resources, wildlife populations, subsistence uses, or visitor enjoyment of resources will result, the Superintendent shall prohibit the gathering or otherwise restrict the collecting of these items. Portions of a park area in which closures or restrictions apply shall be (1) published in at least one newspaper of general circulation in the State and designated on a map which shall be available for public inspection in the office of the Superintendent, or (2) designated by the posting of appropriate signs, or (3) both.

(e) *Subsistence.* Nothing in this section shall apply to local rural residents authorized to take renewable resources.

§ 13.21 Taking of fish and wildlife.

(a) *Subsistence.* Nothing in this section shall apply to the taking of fish and wildlife for subsistence uses.

(b) *Fishing.* Fishing is permitted in all park areas in accordance with applicable State and Federal law, and such laws are hereby adopted and made a part of these regulations to the extent they are not inconsistent with § 2.13 of this chapter. With respect to the Cape Krusenstern National Monument, the Malaspina Glacier Forelands area of the Wrangell-St. Elias National Preserve, and the Dry Bay area of Glacier Bay National Preserve, the exercise of valid commercial fishing rights or privileges obtained pursuant to existing law—including any use of park area lands for campsites, cabins, motorized vehicles, and aircraft landings on existing airstrips which is directly incident to the exercise of such rights or privileges—may continue: *Provided, however,* That the Superintendent may restrict the use of park area lands directly incident to the exercise of these rights or privileges if he/she determines, after conducting a public hearing in the affected locality, that such use of park area lands constitutes a significant expansion of the use of park area lands beyond the level of such use during 1979.

(c) *Hunting and Trapping.* Hunting and trapping are permitted in all National Preserves in accordance with applicable State and Federal law, and such laws are hereby adopted and made a part of these regulations: *Provided, however,* That engaging in trapping activities, as the employee of another person is prohibited.

(d) *Closures and Restrictions.* The Superintendent may prohibit or restrict the taking of fish or wildlife in accordance with the provisions of § 13.30. Except in emergency conditions, such restrictions shall take effect only after consultation with the appropriate State agency having responsibility over fishing, hunting, or trapping and representatives of affected users.

§ 13.22 Unattended or abandoned property.

(a) This section applies to all park areas in Alaska except Klondike Gold Rush National Historical Park and Sitka National Historical Park, or as further restricted for specific park areas in Subpart C of this part.

(b) Leaving any snowmachine, vessel, off-road vehicle or other personal property unattended for longer than 12 months without prior permission of the Superintendent is prohibited, and any property so left may be impounded by the Superintendent.

(c) The Superintendent may (1) designate areas where personal property may not be left unattended for any time period, (2) establish limits on the amount, and type of personal property

that may be left unattended, (3) prescribe the manner in which personal property may be left unattended, or (4) establish limits on the length of time personal property may be left unattended. Such designations and restrictions shall be (i) published in at least one newspaper of general circulation within the State, posted at community post offices within the vicinity affected, made available for broadcast on local radio stations in a manner reasonably calculated to inform residents in the affected community, and designated on a map which shall be available for public inspection at the office of the Superintendent, or (ii) designated by the posting of appropriate signs or (iii) both.

(d) In the event unattended property interferes with the safe and orderly management of a park area or is causing damage to the resources of the area, it may be impounded by the Superintendent at any time.

§ 13.30 Closure procedures.

(a) *Authority.* The Superintendent may close an area or restrict an activity on an emergency, temporary, or permanent basis.

(b) *Criteria.* In determining whether to close an area or restrict an activity on an emergency basis, the Superintendent shall be guided by factors such as public health and safety, resource protection, protection of cultural or scientific values, subsistence uses, endangered or threatened species conservation, and other management considerations necessary to ensure that the activity or area is being managed in a manner compatible with the purposes for which the park area was established.

(c) *Emergency Closures.* (1) Emergency closures or restrictions relating to the use of aircraft, snowmachines, motorboats, or nonmotorized surface transportation shall be made after notice and hearing; (2) emergency closures or restrictions relating to the taking of fish and wildlife shall be accompanied by notice and hearing; (3) other emergency closures shall become effective upon notice as prescribed in § 13.30(f); and (4) no emergency closure or restriction shall extend for a period exceeding 30 days, nor may it be extended.

(d) *Temporary closures or restrictions.* (1) Temporary closures or restrictions relating to the use of aircraft, snowmachines, motorboats, or nonmotorized surface transportation or to the taking of fish and wildlife, shall not be effective prior to notice and hearing in the vicinity of the area(s) directly affected by such closures or restrictions, and other locations as

appropriate; (2) other temporary closures shall be effective upon notice as prescribed in § 13.30(f); (3) temporary closures or restrictions shall not extend for a period exceeding 12 months and may not be extended.

(e) *Permanent closures or restrictions.* Permanent closures or restrictions shall be published as rulemaking in the **Federal Register** with a minimum public comment period of 60 days and shall be accompanied by public hearings in the area affected and other locations as appropriate.

(f) *Notice.* Emergency, temporary and permanent closures or restrictions shall be (1) published in at least one newspaper of general circulation in the State and in at least one local newspaper if available, posted at community post offices within the vicinity affected, made available for broadcast on local radio stations in a manner reasonably calculated to inform residents in the affected vicinity, and designated on a map which shall be available for public inspection at the office of the Superintendent and other places convenient to the public; or (2) designated by the posting of appropriate signs; or (3) both.

(g) *Openings.* In determining whether to open an area to public use or activity otherwise prohibited, the Superintendent shall provide notice in the **Federal Register** and shall, upon request, hold a hearing in the affected vicinity and other locations as appropriate prior to making a final determination.

(h) Except as otherwise specifically permitted under the provisions of this part, entry into closed areas or failure to abide by restrictions established under this section is prohibited.

§ 13.31 Permits.

(a) *Application.* (1) Application for a permit required by any section of this part shall be submitted to the Superintendent having jurisdiction over the affected park area, or in the absence of the Superintendent, the Regional Director. If the applicant is unable or does not wish to submit the application in written form, the Superintendent shall provide the applicant an opportunity to present the application orally and shall keep a record of such oral application.

(2) The Superintendent shall grant or deny the application in writing within 45 days. If this deadline cannot be met for good cause, the Superintendent shall so notify the applicant in writing. If the permit application is denied, the Superintendent shall specify in writing the reasons for the denial.

(b) *Denial and appeal procedures.* (1) An applicant whose application for a permit, required pursuant to this part, has been denied by the Superintendent has the right to have the application reconsidered by the Regional Director by contacting him/her within 180 days of the issuance of the denial. For purposes of reconsideration, the permit applicant shall present the following information:

(i) Any statement or documentation, in addition to that included in the initial application, which demonstrates that the applicant satisfies the criteria set forth in the section under which the permit application is made.

(ii) The basis for the permit applicant's disagreement with the Superintendent's findings and conclusions; and

(iii) Whether or not the permit applicant requests an informal hearing before the Regional Director.

(2) The Regional Director shall provide a hearing if requested by the applicant. After consideration of the written materials and oral hearing, if any, and within a reasonable period of time, the Regional Director shall affirm, reverse, or modify the denial of the Superintendent and shall set forth in writing the basis for the decision. A copy of the decision shall be forwarded promptly to the applicant and shall constitute final agency action.

Subpart B—Subsistence

§ 13.40 Purpose and policy.

(a) Consistent with the management of fish and wildlife in accordance with recognized scientific principles and the purposes for which each park area was established, designated, or expanded by ANILCA, the purpose of this subpart is to provide the opportunity for local rural residents engaged in a subsistence way of life to do so pursuant to applicable State and Federal law.

(b) Consistent with sound management principles, and the conservation of healthy populations of fish and wildlife, the utilization of park areas is to cause the least adverse impact possible on local rural residents who depend upon subsistence uses of the resources of the public lands in Alaska.

(c) Nonwasteful subsistence uses of fish, wildlife and other renewable resources by local rural residents shall be the priority consumptive uses of such resources over any other consumptive uses permitted within park areas pursuant to applicable State and Federal law.

(d) Whenever it is necessary to restrict the taking of a fish or wildlife

population within a park area for subsistence uses in order to assure the continued viability of such population or to continue subsistence uses of such population, the population shall be allocated among local rural residents engaged in subsistence uses in accordance with a subsistence priority system based on the following criteria:

(1) Customary and direct dependence upon the resource as the mainstay of one's livelihood;

(2) Local residency; and

(3) Availability of alternative resources.

(e) The State of Alaska is authorized to regulate the taking of fish and wildlife for subsistence uses within park areas to the extent such regulation is consistent with applicable Federal law, including but not limited to ANILCA.

(f) Nothing in this subpart shall be construed as permitting a level of subsistence use of fish and wildlife within park areas to be inconsistent with the conservation of healthy populations, and within a national park or monument to be inconsistent with the conservation of natural and healthy populations, of fish and wildlife.

§ 13.41 Applicability.

Subsistence uses by local rural residents are allowed pursuant to the regulations of this Subpart in the following park areas:

(a) In national preserves;

(b) In Cape Krusenstern National Monument and Kobuk Valley National Park;

(c) Where such uses are traditional (as may be further designated for each park or monument in Subpart C of this part) in Aniakchak National Monument, Gates of the Arctic National Park, Lake Clark National Park, Wrangell-St. Elias National Park, and the Denali National Park addition.

§ 13.42 Definitions.

(a) *Local rural resident.* (1) As used in this part with respect to national parks and monuments, the term "local rural resident" shall mean either of the following:

(i) Any person who has his/her primary, permanent home within the resident zone as defined by this section, and whenever absent from this primary, permanent home, has the intention of returning to it. Factors demonstrating the location of a person's primary, permanent home may include, but are not limited to, the permanent address indicated on licenses issued by the State of Alaska Department of Fish and Game, driver's license, and tax returns, and the location of registration to vote.

(ii) Any person authorized to engage in subsistence uses in a national park or monument by a subsistence permit issued pursuant to § 13.44.

(b) *Resident zone.* As used in this part, the term "resident zone" shall mean the area within, and the communities and areas near, a national park or monument in which persons who have customarily and traditionally engaged in subsistence uses within the national park or monument permanently reside. The communities and areas near a national park or monument included as a part of its resident zone shall be determined pursuant to § 13.43 and listed for each national park or monument in Subpart C of this part.

(c) *Subsistence uses.* As used in this part, the term "subsistence uses" shall mean the customary and traditional uses by rural Alaska residents of wild, renewable resources for direct personal or family consumption as food, shelter, fuel, clothing, tools or transportation; for the making and selling of handicraft articles out of nonedible byproducts of fish and wildlife resources taken for personal or family consumption; for barter or sharing for personal or family consumption; and for customary trade. For the purposes of this paragraph, the term—

(1) "Family" shall mean all persons related by blood, marriage, or adoption, or any person living within the household on a permanent basis; and

(2) "Barter" shall mean the exchange of fish or wildlife or their parts taken for subsistence uses—

(i) For other fish or game or their parts; or

(ii) For other food or for nonedible items other than money if the exchange is of a limited and noncommercial nature; and

(3) "Customary trade" shall be limited to the exchange of furs for cash (and such other activities as may be designated for a specific park area in Subpart C of this part).

§ 13.43 Determination of resident zones.

(a) A resident zone shall include—

(1) the area within a national park or monument, and

(2) the communities and areas near a national park or monument which contain significant concentrations of rural residents who, without using aircraft as a means of access for purposes of taking fish or wildlife for subsistence uses (except in extraordinary cases where no reasonable alternative existed), have customarily and traditionally engaged in subsistence uses within a national park or monument. For purposes of

determining "significant" concentrations, family members shall also be included.

(b) After notice and comment, including public hearing in the affected local vicinity, a community or area near a national park or monument may be—

(1) Added to a resident zone, or

(2) Deleted from a resident zone,

when such community or area does or does not meet the criteria set forth in paragraph (a) of this section, as appropriate.

(c) For purposes of this section, the term "family" shall mean all persons living within a rural resident's household on a permanent basis.

§ 13.44 Subsistence permits for persons whose primary, permanent home is outside a resident zone.

(a) Any rural resident whose primary, permanent home is outside the boundaries of a resident zone of a national park or monument may apply to the appropriate Superintendent pursuant to the procedures set forth in § 13.51 for a subsistence permit authorizing the permit applicant to engage in subsistence uses within the national park or monument. The Superintendent shall grant the permit if the permit applicant demonstrates that:

(1) Without using aircraft as a means of access for purposes of taking fish and wildlife for subsistence uses, the applicant has (or is a member of a family which has) customarily and traditionally engaged in subsistence uses within a national park or monument; or

(2) The applicant is a local rural resident within a resident zone for another national park or monument, or meets the requirements of paragraph (1) of this section for another national park or monument, and there exists a pattern of subsistence uses (without use of an aircraft as a means of access for purposes of taking fish and wildlife for subsistence uses) between the national park or monument previously utilized by the permit applicant and the national park or monument for which the permit applicant seeks a subsistence permit.

(b) In order to provide for subsistence uses pending application for and receipt of a subsistence permit, until August 1, 1981, any rural resident whose primary permanent home is outside the boundaries of a resident zone of a national park or monument and who meets the criteria for a subsistence permit set forth in paragraph (a) of this section may engage in subsistence uses in the national park or monument without a permit in accordance with applicable State and Federal law. Effective August 1, 1981, however, such

rural resident must have a subsistence permit as required by paragraph (a) of this section in order to engage in subsistence uses in the national park or monument.

(c) For purposes of this section, the term "family" shall mean all persons living within a rural resident's household on a permanent basis.

§ 13.45 Prohibition of aircraft use.

(a) Notwithstanding the provisions of § 13.12 the use of aircraft for access to or from lands and waters within a national park or monument for purposes of taking fish or wildlife for subsistence uses within the national park or monument is prohibited except as provided in this section.

(b) *Exceptions.* (1) In extraordinary cases where no reasonable alternative exists, the Superintendent shall permit, pursuant to specified terms and conditions, a local rural resident of an "exempted community" to use aircraft for access to or from lands and water within a national park or monument for purposes of taking fish or wildlife for subsistence uses.

(i) A community shall qualify as an "exempted community" if, because of the location of the subsistence resources upon which it depends and the extraordinary difficulty of surface access to these subsistence resources, the local rural residents who permanently reside in the community have no reasonable alternative to aircraft use for access to these subsistence resources.

(ii) A community which is determined, after notice and comment (including public hearing in the affected local vicinity), to meet the description of an "exempted community" set forth in paragraph (b)(1) of this section shall be included in the appropriate special regulations for each park and monument set forth in Subpart C of this part.

(iii) A community included as an "exempted community" in Subpart C of this part may be deleted therefrom upon a determination, after notice and comment (including public hearing in the affected local vicinity), that it does not meet the description of an "exempted community" set forth in paragraph (b)(1) of this section.

(2) Any local rural resident aggrieved by the prohibition on aircraft use set forth in this section may apply for an exception to the prohibition pursuant to the procedures set forth in § 13.51. In extraordinary cases where no reasonable alternative exists, the Superintendent may grant the exception upon a determination that the location of the subsistence resources depended upon and the difficulty of surface access

to these resources, or other emergency situation, requires such relief.

(c) Nothing in this section shall prohibit the use of aircraft for access to lands and waters within a national park or monument for purposes of engaging in any activity allowed by law other than the taking of fish and wildlife. Such activities include, but are not limited to, transporting supplies.

§ 13.46 Use of snowmobiles, motorboats, dog teams, and other means of surface transportation traditionally employed by local rural residents engaged in subsistence uses.

(a) Notwithstanding any other provision of this chapter, the use of snowmobiles, motorboats, dog teams, and other means of surface transportation traditionally employed by local rural residents engaged in subsistence uses is permitted within park areas except at those times and in those areas restricted or closed by the Superintendent.

(b) The Superintendent may restrict or close a route or area to use of snowmobiles, motorboats, dog teams, or other means of surface transportation traditionally employed by local rural residents engaged in subsistence uses if the Superintendent determines that such use is causing or is likely to cause an adverse impact on public health and safety, resource protection, protection of historic or scientific values, subsistence uses, conservation of endangered or threatened species, or the purposes for which the park area was established.

(c) No restrictions or closures shall be imposed without notice and a public hearing in the affected vicinity and other locations as appropriate. In the case of emergency situations, restrictions or closures shall not exceed sixty (60) days and shall not be extended unless the Superintendent establishes, after notice and public hearing in the affected vicinity and other locations as appropriate, that such extension is justified according to the factors set forth in paragraph (b) of this section. Notice of the proposed or emergency restrictions or closures and the reasons therefor shall be published in at least one newspaper of general circulation within the State and in at least one local newspaper if appropriate, and information about such proposed or emergency actions shall also be made available for broadcast on local radio stations in a manner reasonably calculated to inform local rural residents in the affected vicinity. All restrictions and closures shall be designated on a map which shall be available for public inspection at the office of the

Superintendent of the affected park area and the post office or postal authority of every affected community within or near the park area, or by the posting of signs in the vicinity of the restrictions or closures, or both.

(d) Motorboats, snowmobiles, dog teams, and other means of surface transportation traditionally employed by local rural residents engaged in subsistence uses shall be operated (1) in compliance with applicable State and Federal law, (2) in such a manner as to prevent waste or damage to the park areas, and (3) in such a manner as to prevent the herding, harassment, hazing or driving of wildlife for hunting or other purposes.

(e) At all times when not engaged in subsistence uses, local rural residents may use snowmobiles, motorboats, dog teams, and other means of surface transportation in accordance with §§ 13.10, 13.11, 13.12, and 13.14, respectively.

§ 13.47 Subsistence fishing.

Fish may be taken by local rural residents for subsistence uses in park areas where subsistence uses are allowed in compliance with applicable State and Federal law, including the provisions of §§ 2.13 and 13.21 of this chapter: *Provided, however, That* local rural residents in park areas where subsistence uses are allowed may fish with a net, seine, trap, or spear where permitted by State law. To the extent consistent with the provisions of this chapter, applicable State laws and regulations governing the taking of fish which are now or will hereafter be in effect are hereby incorporated by reference as a part of these regulations.

§ 13.48 Subsistence hunting and trapping

Local rural residents may hunt and trap wildlife for subsistence uses in park areas where subsistence uses are allowed in compliance with applicable State and Federal law. To the extent consistent with the provisions of this chapter, applicable State laws and regulations governing the taking of wildlife which are now or will hereafter be in effect are hereby incorporated by reference as a part of these regulations.

§ 13.49 Subsistence use of timber and plant material.

(a) Notwithstanding any other provision of this part, the non-commercial cutting of live standing timber by local rural residents for appropriate subsistence uses, such as firewood or house logs, may be permitted in park areas where subsistence uses are allowed as follows:

(1) For live standing timber of diameter greater than three inches at ground height, the Superintendent may permit cutting in accordance with the specifications of a permit if such cutting is determined to be compatible with the purposes for which the park area was established;

(2) For live standing timber of diameter less than three inches at ground height, cutting is permitted unless restricted by the Superintendent.

(b) The noncommercial gathering by local rural residents of fruits, berries, mushrooms, and other plant materials for subsistence uses, and the noncommercial gathering of dead or downed timber for firewood, shall be allowed without a permit in park areas where subsistence uses are allowed.

(c)(1) Notwithstanding any other provision of this part, the Superintendent, after notice and public hearing in the affected vicinity and other locations as appropriate, may temporarily close all or any portion of a park area to subsistence uses of a particular plant population only if necessary for reasons of public safety, administration, or to assure the continued viability of such population. For the purposes of this section, the term "temporarily" shall mean only so long as reasonably necessary to achieve the purposes of the closure.

(2) If the Superintendent determines that an emergency situation exists and that extraordinary measures must be taken for public safety or to assure the continued viability of a particular plant population, the Superintendent may immediately close all or any portion of a park area to the subsistence uses of such population. Such emergency closure shall be effective when made, shall be for a period not to exceed sixty (60) days, and may not subsequently be extended unless the Superintendent establishes, after notice and public hearing in the affected vicinity and other locations as appropriate, that such closure should be extended.

(3) Notice of administrative actions taken pursuant to this section, and the reasons justifying such actions, shall be published in at least one newspaper of general circulation within the State and at least one local newspaper if available, and information about such actions and reasons also shall be made available for broadcast on local radio stations in a manner reasonably calculated to inform local rural residents in the affected vicinity. All closures shall be designated on a map which shall be available for public inspection at the office of the Superintendent of the affected park area and the post office or postal authority of every affected

community within or near the park area, or by the posting of signs in the vicinity of the restrictions, or both.

§ 13.50 Closure to subsistence uses of fish and wildlife.

(a) Notwithstanding any other provision of this part, the Superintendent, after consultation with the State and adequate notice and public hearing in the affected vicinity and other locations as appropriate, may temporarily close all or any portion of a park area to subsistence uses of a particular fish or wildlife population only if necessary for reasons of public safety, administration, or to assure the continued viability of such population. For purposes of this section, the term "temporarily" shall mean only so long as reasonably necessary to achieve the purposes of the closure.

(b) If the Superintendent determines that an emergency situation exists and that extraordinary measures must be taken for public safety or to assure the continued viability of a particular fish or wildlife population, the Superintendent may immediately close all or any portion of a park area to the subsistence uses of such population. Such emergency closure shall be effective when made, shall be for a period not to exceed sixty (60) days, and may not subsequently be extended unless the Superintendent establishes, after notice and public hearing in the affected vicinity and other locations as appropriate, that such closure should be extended.

(c) Notice of administrative actions taken pursuant to this section, and the reasons justifying such actions, shall be published in at least one newspaper of general circulation within the State and in at least one local newspaper if available, and information about such actions and reasons also shall be made available for broadcast on local radio stations in a manner reasonably calculated to inform local rural residents in the affected vicinity. All closures shall be designated on a map which shall be available for public inspection at the office of the Superintendent of the affected park area and the post office or postal authority of every affected community within or near the park area, or by the posting of signs in the vicinity of the restrictions, or both.

§ 13.51 Application procedures for subsistence permits and aircraft exceptions.

(a) Any person applying for the subsistence permit required by § 13.44(a), or the exception to the prohibition on aircraft use provided by

§ 13.45(b)(2), shall submit his/her application to the Superintendent of the appropriate national park or monument. If the applicant is unable or does not wish to submit the application in written form, the Superintendent shall provide the applicant an opportunity to present the application orally and shall keep a record of such oral application. Each application must include (1) a statement which acknowledges that providing false information in support of the application is a violation of Section 1001 of Title 18 of the United States Code, and (2) additional statements or documentation which demonstrates that the applicant satisfies the criteria set forth in § 13.44(a) for a subsistence permit or § 13.45(b)(2) for the aircraft exception, as appropriate. Except in extraordinary cases for good cause shown, the Superintendent shall decide whether to grant or deny the application in a timely manner not to exceed forty-five (45) days following the receipt of the completed application. Should the Superintendent deny the application, he/she shall include in the decision a statement of the reasons for the denial and shall promptly forward a copy to the applicant.

(b) An applicant whose application has been denied by the Superintendent has the right to have his/her application reconsidered by the Alaska Regional Director by contacting the Regional Director within 180 days of the issuance of the denial. The Regional Director may extend the 180-day time limit to initiate a reconsideration for good cause shown by the applicant. For purposes of reconsideration, the applicant shall present the following information:

(1) Any statement or documentation, in addition to that included in the initial application, which demonstrates that the applicant satisfies the criteria set forth in paragraph (a) of this section;

(2) The basis for the applicant's disagreement with the Superintendent's findings and conclusions; and

(3) Whether or not the applicant requests an informal hearing before the Regional Director.

(c) The Regional Director shall provide a hearing if requested by the applicant. After consideration of the written materials and oral hearing, if any, and within a reasonable period of time, the Regional Director shall affirm, reverse, or modify the denial of the Superintendent and shall set forth in writing the basis for the decision. A copy of the decision shall be forwarded promptly to the applicant and shall constitute final agency action.

Subpart C—Special Regulations— Specific Park Areas in Alaska

§ 13.63 Denali National Park and Preserve.

(a) *Subsistence*—(1) *Resident Zone*. The following communities and areas are included within the resident zone for Denali National Park addition:

Cantwell
Minchumina
Nikolai
Teller

(b) *Camping*. Camping is prohibited along the road corridor and at Wonder Lake, except at designated areas. Camping is allowed in other areas in accordance with the backcountry management plan.

(c) *Unattended or Abandoned Property*. Leaving unattended and abandoned property along the road corridor, at Wonder Lake, and in the areas included in the backcountry management plan, is prohibited.

(d) [Reserved]

(e) *Fishing limit of catch and in possession*. The limit of catch per person per day shall be 10 fish but not to exceed 10 pounds and one fish, except that the limit of catch of lake trout (mackinaw) per person per day shall be two fish including those hooked and released. Possession of more than one day's limit of catch by one person at any one time is prohibited.

(f) *Mountain Climbing*. Registration is required in advance on a form provided by the Superintendent for climbing Mount McKinley and Mount Foraker.

[46 FR 31854, June 17, 1981, and 45 FR 78120, Nov. 25, 1980, as amended at 48 FR 30295, June 30, 1983]

§ 1.5 Closures and public use limits.

(a) Consistent with applicable legislation and Federal administrative policies, and based upon a determination that such action is necessary for the maintenance of public health and safety, protection of environmental or scenic values, protection of natural or cultural resources, aid to scientific research, implementation of management responsibilities, equitable allocation and use of facilities, or the avoidance of conflict among visitor use activities, the superintendent may:

(1) Establish, for all or a portion of a park area, a reasonable schedule of visiting hours, impose public use limits, or close all or a portion of a park area to all public use or to a specific use or activity.

(2) Designate areas for a specific use or activity, or impose conditions or restrictions on a use or activity.

(3) Terminate a restriction, limit, closure, designation, condition, or visiting hour restriction imposed under paragraph (a)(1) or (2) of this section.

(b) Except in emergency situations, a closure, designation, use or activity restriction or condition, or the termination or relaxation of such, which is of a nature, magnitude and duration that will result in a significant alteration in the public use pattern of the park area, adversely affect the park's natural, aesthetic, scenic or cultural values, require a long-term or significant modification in the resource management objectives of the unit, or is of a highly controversial nature, shall be published as rulemaking in the FEDERAL REGISTER.

(c) Except in emergency situations, prior to implementing or terminating a restriction, condition, public use limit or closure, the superintendent shall prepare a written determination justifying the action. That determination shall set forth the reason(s) the restriction, condition, public use limit or closure authorized by paragraph (a) has been established, and an explanation of why less restrictive measures will not suffice, or in the case of a termination of a restriction, condition, public use limit or closure previously established under paragraph (a), a determination as to why the restriction is no longer necessary and a finding that the termination will not adversely impact park resources. This determination shall be available to the public upon request.

(d) To implement a public use limit, the superintendent may establish a permit, registration, or reservation system. Permits shall be issued in accordance with the criteria and procedures of § 1.6 of this chapter.

(e) Except in emergency situations, the public will be informed of closures, designations, and use or activity restrictions or conditions, visiting hours, public use limits, public use limit procedures, and the termination or relaxation of such, in accordance with § 1.7 of this chapter.

(f) Violating a closure, designation, use or activity restriction or condition, schedule of visiting hours, or public use limit is prohibited. When a permit is used to implement a public use limit, violation of the terms and conditions of a permit is prohibited and may result in the suspension or revocation of the permit.

APPENDIX D: MANAGEMENT OBJECTIVES

Resource Protection

Identify and evaluate all natural and cultural resources within the park and preserve, including wildlife, flora and historical, cultural, and geological resources, so that management has adequate information and data upon which to base decisions for their protection and preservation.

Identify threats and potential threats to all natural and cultural resources and analyze these threats and develop means to mitigate or resolve them so as to reduce or possibly eliminate adverse human effects on park and preserve resources.

Collect data on current conditions and uses of natural and cultural resources to serve as a basis for preparing and implementing both a resource management plan and a general management plan.

In accordance with the provisions of the Wilderness Act (1964) and the Alaska National Interest Lands Conservation Act (1980), and based upon a reevaluation of the management objectives that have evolved since the establishment of Mount McKinley National Park in 1917, develop and implement plans to protect and preserve designated wilderness areas.

Elicit the cooperation of knowledgeable individuals, groups, institutions, and agencies to collect the most current and complete information and data about cultural and natural resources.

Work cooperatively with the Alaska Department of Fish and Game in regulating consumptive uses of natural resources to preserve habitat and maintain healthy populations of wildlife.

To the fullest extent possible make management decisions that will allow natural forces to shape the substances of the park and preserve environment.

Seek the cooperation of mining interests for the purpose of maintaining high environmental standards and protecting and preserving natural and cultural resources.

Prepare and implement programs to encourage subsistence users of the park and preserve and sport hunters of the preserve to understand and respect the natural forces at work and to avoid actions that might disrupt natural balances.

Locate and identify all historic and prehistoric sites and structures for possible designation on the National Register of Historic Places and on the Alaska Heritage Resources Survey.

Assemble natural and cultural resource information and data to be used in interpretive materials and programs for the purpose of enhancing the enjoyment and education of visitors.

Prepare and implement plans to protect and preserve essential wildlife habitats and populations.

Conduct studies about fire in the area--both natural and otherwise--for the purpose of collecting information and data as a basis for updating the current interagency management plan and implementing the new version.

Information and Interpretation

Provide visitors with services, materials, and programs for the purpose of enhancing their knowledge of park and preserve resources and their opportunities for enjoyable, safe, and educational visits.

For the purpose of minimizing conflicts among various users of park and preserve resources, prepare and present informative materials about the differences between land use management categories and regulations for Alaskan park units and those of parks in other states.

Devise information and interpretive programs to afford visitors with opportunities to present their views to management in order that the programs might become more meaningful.

Provide information and programs for local communities so that citizens might be kept informed about the operations of the park and preserve.

Upgrade and maintain study collections of natural and cultural objects, the park library, and slide and photographic files to have adequate sources for interpreting Denali's cultural and natural history.

Administration

Provide adequate staff so that resources can be protected and preserved, visitors can be served effectively, cultural and natural resources information and data can be updated and kept current, and interpretive materials and programs can be made more meaningful.

Employ innovative management approaches in staffing plans and training and development programs that recognize the knowledge and skills of local persons and severe environmental working conditions so that there is a continuing effective staff to protect and preserve resources and to provide visitor services.

Work toward the implementation of the various sections of ANILCA including the formation of subsistence councils, mandatory studies and plans, and access routes, to comply with the legislation as soon as possible.

Visitor Use and Safety

Provide all visitors and potential visitors with information to enhance their opportunities for enjoyable, meaningful, and safe park experiences.

Provide recreational facilities, efficient public transportation and other visitor services which enable visitors to use and enjoy park resources in the safest and freest possible manner compatible with protection of park resources.

Specifically manage visitor use in the interest of public safety with respect to potential dangers associated with grizzly and black bear encounters and activities in subarctic wilderness conditions such as mountain climbing, hiking, camping, snowmobiling, and cross-country skiing.

Determine what feasible methods park management can employ for the purpose of better accommodating handicapped visitors.

Visitor Protection and Safety

Have well-trained, well-equipped field personnel for the purpose of operating effectively in emergencies in matters of search and rescue and law enforcement.

Provide information and programs to the public about the hazards in the park and preserve so that visitors are prepared to take the necessary precautions to avoid them.

Monitor mountaineering activities and conduct studies for the purpose of collecting information and data as a basis for a mountaineering management plan that will address such particulars as the injury and fatality rates; the logistics, costs, and coordination of search and rescue missions; the litter and human waste left by climbers; and the qualifications of persons on climbs and expeditions.

Concessions

Identify appropriate levels and types of commercial services and issue concessions contracts, permits, and commercial licenses as appropriate to those commercial operators best able to meet the needs of visitors and protect resources.

Cooperation

Work cooperatively with various local, state, and federal agencies that have mutual concerns about and interests in the park and preserve area, and when necessary develop memoranda of agreement, so that ideas and information can be shared and conflicts minimized.

Work especially close to the Division of State Parks in matters relative to uses and developments in Denali State Park and in the national park and preserve so that the state park and the national park and preserve complement each other both in protecting and preserving resources and in providing services to visitors.

Share information with and provide technical assistance to private interests and local and regional governments in matters of community and regional planning so that the purposes of the park and preserve receive due consideration in community and regional plans.

APPENDIX E: PRELIMINARY COST ESTIMATES

The preliminary cost estimates cover only development proposals for the north-side park road corridor. The proposal for the south side of Denali remains too conceptual to estimate the costs of implementation. Further studies for the south side will be undertaken cooperatively with the state of Alaska, and they will provide the necessary level of detail. It is hoped that significant portions of any south-side development will be accomplished by private enterprise.

The following estimated construction costs include construction supervision, cultural resource compliance, and contingencies.

Preliminary Cost Estimates

Riley Creek/Hotel Area	
Interpretive center, roads, parking	\$ 3,700,000
Depot interpretive information support	225,000
Park Road	
Comprehensive sign program, mileposts	66,000
Place power lines and transformers underground	131,000
Wayside exhibits at 11 sites (25 exhibit panels total)	73,000
Eielson Visitor Center	
Interim renovation and grounds improvements	1,048,000
*Option 1 - Expansion of existing building	2,620,000
*Option 2 - Replacement of existing building	5,240,000
Campground Improvements (excluding Riley Creek)	
Expand Wonder Lake campground	655,000
Wonder Lake trail system (assumes contract construction)	721,000
Transient bunkhouse	384,000
Access roads, trailer pads with utilities, paving of main road and maintenance area	452,000
Toklat	
Ranger station renovation and storage building	210,000
Seasonal employee housing--6 units	214,000
Trailer pads (8) with utilities	211,000
Transient bunkhouse	286,000
Maintenance facilities	1,146,000

*Only one option will be selected. The total range of costs shows both options.

Wonder Lake Ranger Station	
Rehabilitate or replace existing ranger station	131,000
Seasonal employee cabins (4 units)	491,000
Central shower/laundry/toilet/fire and rescue cache building (this may not be needed if existing facilities in basement of ranger station can be retained)	262,000
Utility building, fuel pumps, and storage (at maintenance area)	550,000
Parkwide Radio System	<u>413,000</u>
Total	\$13,989,000 to \$16,609,000

APPENDIX F: COORDINATION BETWEEN THE NATIONAL
PARK SERVICE AND THE STATE OF ALASKA REGARDING
THE DEVELOPMENT OF A VISITOR ACTIVITY AND SERVICE
CENTER ON THE SOUTH SIDE OF DENALI

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MEMORANDUM OF UNDERSTANDING
BETWEEN
THE NATIONAL PARK SERVICE,
THE ALASKA DEPARTMENT OF NATURAL RESOURCES,
AND
THE ALASKA DEPARTMENT OF TRANSPORTATION AND
PUBLIC FACILITIES

ARTICLE I. BACKGROUND AND OBJECTIVES

The objective of this memorandum of understanding is to establish an agreement between the signatories regarding processes for cooperative planning and development of visitor services and facilities in the region south of the Mount McKinley massif. It is the intent of the signatories to continue to work cooperatively during the design, development, and operational stages. Following public comment on alternative systems of recreation services and facilities as set forth in the initial planning document, the signatories intend to come to a mutual decision on one of the alternatives and, through an addendum to this agreement, to set forth their respective roles in designing and developing this alternative.

It is recognized that a previous memorandum of understanding dated September 27, 1978, between the state of Alaska, the U.S. Department of the Interior, and the Matanuska-Susitna Borough set forth a similar intent to cooperate in providing visitor facilities in the south Denali area. The basic intent of that memorandum of understanding is still valid; however, this memorandum modifies the previous agreement in that (1) means of access in addition to the Petersville Road and locations other than the Peters Hills area will also be considered and (2) more extensive involvement of private enterprise is anticipated.

WHEREAS, the Mount McKinley massif and surrounding public lands constitute a valuable public resource, and

WHEREAS, improving the public's opportunity to view and experience this resource will benefit the citizens of Alaska and visitors to the state and will help carry out the purpose of Denali National Park and Preserve and Denali State Park, and

WHEREAS, access, interpretive services, recreation facilities and accommodations for the visitor to Denali National Park and Preserve are concentrated north of the Alaska Range, and

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WHEREAS, the extension of a system of access, services, facilities and visitor accommodations to the region south of the range will (1) better distribute human impact on the natural resources of the region, (2) shorten travel distance from Anchorage and therefore reduce costs of reaching the resource for many people, and (3) enable public enjoyment of a different and equally spectacular aspect of the Mount McKinley massif and its surrounding geologic features and natural resources, and

WHEREAS, public lands immediately south of the Alaska Range are under the management of the Alaska Department of Natural Resources, Division of Parks and Outdoor Recreation, and the Department of the Interior, National Park Service, and

WHEREAS, the Alaska Department of Transportation and Public Facilities has the primary responsibility for planning and developing means of access in the state, and

WHEREAS, the Alaska Department of Natural Resources is responsible for determining the future use of state park lands and is interested in coordinating its planning processes with the National Park Service, and

WHEREAS, the National Park Service is preparing a general management plan for submission to Congress by December 2, 1985, and

WHEREAS, the Park, Parkway and Recreation Area Study Act of May 23, 1936, charges the Secretary of the Interior with responsibility "to promote the coordination and development of effective programs relating to outdoor recreation."

ARTICLE II. STATEMENT OF WORK

NOW, THEREFORE,

1. The signatories to this memorandum of understanding agree to cooperate in defining and describing at least three alternative systems of access, interpretive services, recreational facilities and visitor accommodations for the region immediately south of the Alaska Range. These alternative systems will be designed to provide a variety of opportunities year around for enjoyment of the lands and resources of the area, including opportunities to view the Mount McKinley massif and surrounding mountain scenery, opportunities for close contact with glaciers, and opportunities for hiking, skiing, camping, wildlife viewing, and for the use and enjoyment of lakes and waterways in the region. Appropriate points of interpretation of natural features and resources will be included within this system.

These descriptions shall suggest state, federal, and private roles in developing and operating the alternative systems and

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include preliminary budget estimates for publicly funded components. Consideration will be given to the role of private enterprise both inside and outside the park boundaries. Participation by private parties will be proposed for those elements for which private enterprise is the most effective means of accomplishment.

2. The signatories agree to divide the task of defining and describing alternate systems as follows:
 - a. The National Park Service, in consultation with other participants, shall prepare a draft description and map depicting the alternative systems. The National Park Service planner assigned to this project shall work closely with the other two participants, spending time as necessary within their offices.
 - b. The Department of Natural Resources, Division of Parks and Outdoor Recreation, shall provide information on land ownership as needed to define and evaluate the alternative systems.
 - c. The Alaska Department of Transportation and Public Facilities shall provide a preliminary analysis of cost and feasibility of various means of access as needed to define the alternative systems (cost not to exceed \$10,000).
 - d. Wherever feasible the signatories shall share facilities, equipment, field opportunities, information, and staff in accomplishing this agreement.
 - e. Each signatory shall designate a planner to provide review and advice to the National Park Service in describing and defining alternatives. In addition, the following agencies shall be requested to designate representatives to provide review and advice in the definition and drafting of alternative systems: Matanuska-Susitna Borough, Alaska Department of Commerce and Economic Development, Alaska Federation of Natives, Alaska Visitors Association, and the Alaska Department of Fish and Game. The National Park Service shall be responsible for calling and chairing meetings, circulating materials for review, and otherwise initiating contact as necessary to obtain information, advice, and review from the other signatories and the advisory agencies.
 - f. The National Park Service, in consultation with representatives of the other two agencies, shall prepare a draft public participation program for this project, noting the time and place of all public meetings and the comment

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period on any documents issued to the public. This program shall be subject to the approval of each of the signatories of this agreement. The participation of both state and federal parties in this project shall be equally recognized at all public meetings and on any documents issued to the public.

3. It is the intent of the signatories to obtain public review and comment on concepts for alternative systems as part of the process of public review for the general management plan for the Denali National Park and Preserve during the fall of 1984. Prior to public review the concepts involving state land shall be subject to approval of the state.
4. Following concept review, the draft of alternative systems shall be detailed and completed, printed in a separate document and released for public review and comment. The three signatories shall approve this document for purposes of public review and comment before it is released. It is anticipated that this phase of the project shall be completed by fall 1985.
5. To test the marketability and economic feasibility of the alternatives, the signatories may request expressions of interest from the private sector.
6. After public comment has been received and analyzed, the signatories will attempt to come to a mutual choice for one of the alternatives and through an addendum to this agreement, to set forth their respective roles in designing and developing this alternative. It is intended that these decisions will be made by spring 1986. It is recognized that the state has final approval authority over state lands and the National Park Service has final approval authority over National Park Service lands.

ARTICLE III. TERM AND TERMINATION

This agreement shall be effective for five years from the date of the last signature. It is the intent of the signatories to develop addenda to this agreement specifying their joint approval of one of the alternative systems of access, interpretive services, recreation facilities, and visitor accommodations, and outlining their participation in the design, development, and operation of the selected system. At the end of five years this agreement shall be reviewed to determine whether it should be renewed, modified, or terminated.

Any signator to this agreement may terminate the agreement by providing 60 days' written notice to the others.

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ARTICLE IV. REQUIRED CLAUSES

During the performance of this agreement, the participants agree to abide by the terms of Executive Order 11246 on nondiscrimination and will not discriminate against any person because of race, color, religion, sex, or national origin. The participants will take affirmative action to ensure that applicants are employed without regard to their race, color, religion, sex, or national origin.

No member or delegate to Congress, or resident commissioner, shall be admitted to any share or part of this agreement, or to any benefit that may arise therefrom, but this provision shall not be construed to extend to this agreement if made with a corporation for its general benefit.

State of Alaska
Department of Natural Resources

/s/Esther C. Wunnicke

Title Commissioner

Date July 26, 1984

Department of the Interior
National Park Service

/s/Roger J. Contor

Title Regional Director

Date August 1, 1984

State of Alaska
Department of Transportation
and Public Facilities

/s/David T. Haugen

Title Deputy Commissioner

Date July 3, 1984

APPENDIX G: POSSIBLE RS 2477 RIGHTS-OF-WAY

Trail 16 (winter trail, no name)

Identification: Quad 81, T29N, R10&9W

Description: The trail runs northwest through the Dutch Hills to Bear Creek, where it turns and runs parallel to Dutch Creek almost as far as Stony Creek.

Trail 18 (no name)

Identification: Quad 81, T26N, R12-8W

Description: The trail leaves the townsite of Peters Creek via Black Creek, crosses Spruce Creek and Fox Gulch, goes by Sunset up to Granite Creek, goes down through the landing strip at Treasure Creek, crosses the lake, Sunflower and Camp creeks, goes through Collinsville, crosses to Clearwater Creek, and ends at Youngstown bend on the Yentna River.

Trail 90 (no name)

Identification: Quad 81, Telida southeast to Little Mt. Mine

Description: The trail runs from Telida southeast to Slow Fork, goes southeast along Slow Fork to Slow Fork Hills, turns east along the north side of Slow Fork Hills, turns south along the base of the hills to approximately T20S, R27W, FM, then goes southeast over Giles Lake to the edge of the map at T22S, R25W, FM.

Trail 6: Bull River road

Identification: Quad 87, T20S, R10W, FM

Description: The trail runs from Colorado on the Alaska RR across Bull River and on the west fork of the Chulitna River to the Golden Zone Mine.

Trail 7: Dunkle Mine road

Identification: Quad 87, T19S, R10W

Description: The trail runs from Bull River up to the Dunkle Mine, a distance of about 3.5 miles.

Trail 8: Savage River trail

Identification: Quad 87, T14S, R9W, FM

Description: The trail runs from the Savage River campground up the Savage River about 8 miles.

Trail 9: Igloo Mountain ranger station trail

Identification: Quad 87, T14S, R9W, FM

Description: The trail runs from McKinley Park Road to the ranger cabin.

Trail 10: Lignite to Clearwater Fork

Identification: Quad 87, T12S, R12W

Description: The trail runs from Lignite Station (mile 363 on RR) west across Middle, Chisana, and Toklat rivers, up Crooked Creek and down Bearpaw River to Glacier City, and from there up Moose Creek, terminating at the Kantishna post office.

Trail 11: Windy Creek trail

Identification: Quad 87, T17S, R7W

Description: The trail runs from Cantwell. One branch goes up Windy Creek to a cabin just outside the Denali National Park boundary. The other branch goes downstream to the Alaska RR about 4 miles from Cantwell.

Trail 13: Diamond/Bearpaw sled road

Identification: Quad 88, T11S, R17W, FM

Description: The trail runs from Bearpaw up the Bearpaw River to Diamond.

Trail 84: Kantishna/Moose Creek trail

Identification: Quad 88, Kantishna River, T11S, R19W, FM

Description: The trail runs from a junction with the Kantishna trail (Rex/Eureka Creek) at the Kantishna River (T11S, R19W, FM), southeast to a Junction with the Kantishna trail at lower canyon on Moose Creek (T15S, R18W, FM).

Trail 84A (loop trail)

Identification: Quad 88, T14S, R19W, FM

Description: The trail runs from a junction with trail 84 near the Kantishna River due south for approximately 9 miles, then southeast to connect with trail 84 in T14S, R19W, FM (loop and spur also).

Trail 85: Junction of trail 84 - Glacier/Caribou Creek

Identification: Quad 88, Glacier/Caribou Creek, T13S, R19W, FM

Description: The trail runs from a junction with trail 84 (T13S, R19W, FM) due east for 6 miles, thence south to Glacier, from Glacier south on the divide between Glacier Creek and Caribou Creek to the base of Glacier Peak, thence north to Caribou Creek, thence upstream on Caribou Creek to a cabin about 2 miles east of Crevice Creek (T15S, R16W, FM).

Trail 86: Kantishna/Glacier Creek

Identification: Quad 88, Kantishna trail to Glacier Creek

Description: The trail runs from a junction with the Kantishna trail near Canyon Creek northeast across Flat Creek to a cabin on Glacier Creek.

Trail 87: Fish Lake to Deep Creek

Identification: Quad 88, T14S, R26W, FM

Description: The trail runs from a cabin on Fish Lake (T16S, R26W, FM) north to Deep Creek (T14S, R26W, FM).

Trail 89: Toklat River/Lake Minchumina/Telida

Identification: Quad 88, T26S, R24E, KRM

Description: The trail begins on the Kantishna trail (T10S, R15E, FM) and runs northwest to Bearpaw, thence southwest to a junction with the Kantishna trail at the Kantishna River, thence westerly to the village of Lake Minchumina, thence southwesterly via Thirty Eight Mile Lake to Highpower Creek, thence down Highpower Creek to the north shore of Lower Telida Lake and a point west of the lake, thence south to Telida, thence west across the north fork, crossing the southwest corner of T24S, R26E, thence southwest to Berry Lake, and ending in T26E, KRM.

Trail 92: Kantishna/Slate Creek

Identification: Quad 88, Kantishna/Slate Creek, T16S, R18W, FM

Description: The trail runs from Kantishna southwest on Eldorado Creek and Slate Creek, ending at a mine (T16S, R18W, FM).

Trail 171: Lignite/Kantishna trail (85-mile trail)

Identification: Quad 88, part of trail 87-10

Description: The trail runs from Lignite Station (mile 363 on RR) west across the middle Chisana and Toklat rivers, up Crooked Creek and down Bearpaw River to Glacier City, thence up Moose Creek, terminating at the Kantishna post office.

Trail 172: Kantishna trail

Identification: Quad 88, Kantishna trail

Description: The trail runs from Rex westerly across the Teklanika and Toklat rivers, thence southwesterly along the Toklat River to Little Bear Creek, up Little Bear Creek to its head, then south to Crooked Creek, west to Crooked Creek, over the Kantishna Hills to Bearpaw Creek, down Bearpaw Creek to Glacier, south to Lower Canyon, then along Lower Canyon to Kantishna.

Trail 173: Diamond/Glacier trail

Identification: Quad 88, Diamond/Glacier

Description: The trail runs from Diamond up Moose Creek and down to Glacier.

Trail 174: part of Kantishna trail

Identification: Quad 88, Mount McKinley National Park Point/Kantishna

Description: The trail begins at a junction of trail 237 on the west side of the Toklat River, goes south along the foothills of the Kantishna Hills and west of Clearwater Creek to the junction of trail 92 near Kantishna, 33 miles.

Trail 237: Rex/Kantishna trail

Identification: Quad 88, T13S, R14W, FM

Description: The trail runs west from Rex, paralleling Bearpaw Trail (the Kantishna trail) to the Toklat River, gradually curves south to the Toklat River, then goes up the Toklat to the junction of trails 171 and 257 (T13S, R14W, FM).

Trail 244: Roosevelt/unnamed lake trail

Identification: Quad 88, T10S, R18W

Description: The trail runs from the Kantishna River at a point almost due south of Bearpaw Mountain (T10S, R18W) to an unnamed lake (T11S, R18W) approximately 4 miles away.

Trail 245: Cutoff on Kantishna trail

Identification: Quad 88, T10S, R15W

Description: The trail runs from the junction of trails 237 and 172 at the Toklat River southwest to about 6 miles past Nineteen Mile in T10S, R15W, thence south to a point between Nineteen Mile and Bearpaw, thence southwesterly to Diamond.

Trail 252: Diamond (winter trail)

Identification: Quad 88, T11S, R18W

Description: The trail runs from Diamond northwesterly to intersect with winter trail 89 in T11S, R18W.

Trail 253: Kantishna/Glacier/Diamond loop

Identification: Quad 88, T13&14S, R18W, FM

Description: The trail is a loop bypassing Glacier off trail 172 (Kantishna) to trail 173 (Diamond/Glacier) in T13&14S, R18N, FM.

Trail 256: McKinley River/Wonder Lake

Identification: Quad 88, McKinley River/Wonder Lake

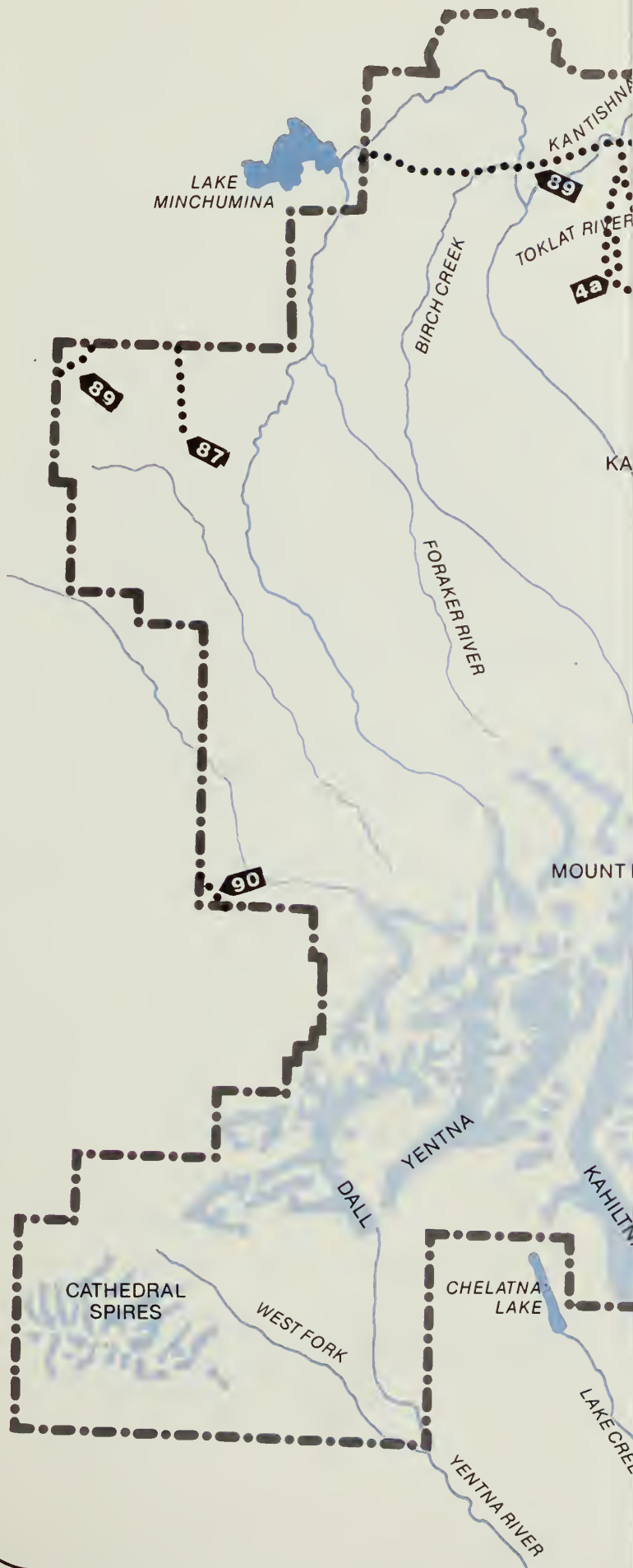
Description: The trail is a short independent trail between McKinley River and Wonder Lake beginning at McKinley River and going north on a curve to the west to Wonder Lake.

Trail 257: 10 mile branch from trail 171

Identification: Quad 88, T13S, R14W, FM

Description: The trail begins on trail 171 on the Toklat River at T13S, R14W, then goes east 10 miles, crossing Wigand Creek (T12S, R13W).

THIS MAP DOES NOT ESTABLISH THE VALIDITY OF THESE POTENTIAL RIGHTS-OF-WAY AND DOES NOT PROVIDE THE PUBLIC THE RIGHT TO TRAVEL OVER THEM. THIS MAP HAS BEEN PROVIDED BY THE STATE TO ILLUSTRATE RIGHTS-OF-WAY THAT THE STATE HAS IDENTIFIED AND CONTENDS MAY BE VALID UNDER RS 2477. THE USE OF OFF-ROAD VEHICLES IN LOCATIONS OTHER THAN ESTABLISHED ROADS OR DESIGNATED ROUTES IN UNITS OF THE NATIONAL PARK SYSTEM IS PROHIBITED (E.O. 11644 AND 11839 AND 43 CFR 36.11(g)). IDENTIFICATION OF POSSIBLE RIGHTS-OF-WAY DOES NOT CONSTITUTE THE DESIGNATION OF ROUTES FOR OFF-ROAD VEHICLE USE.



POSSIBLE R S 2477 RIGHTS-OF-WAY

DENALI

National Park and Preserve

PARK BOUNDARY

PRESERVE BOUNDARY

GLACIERS

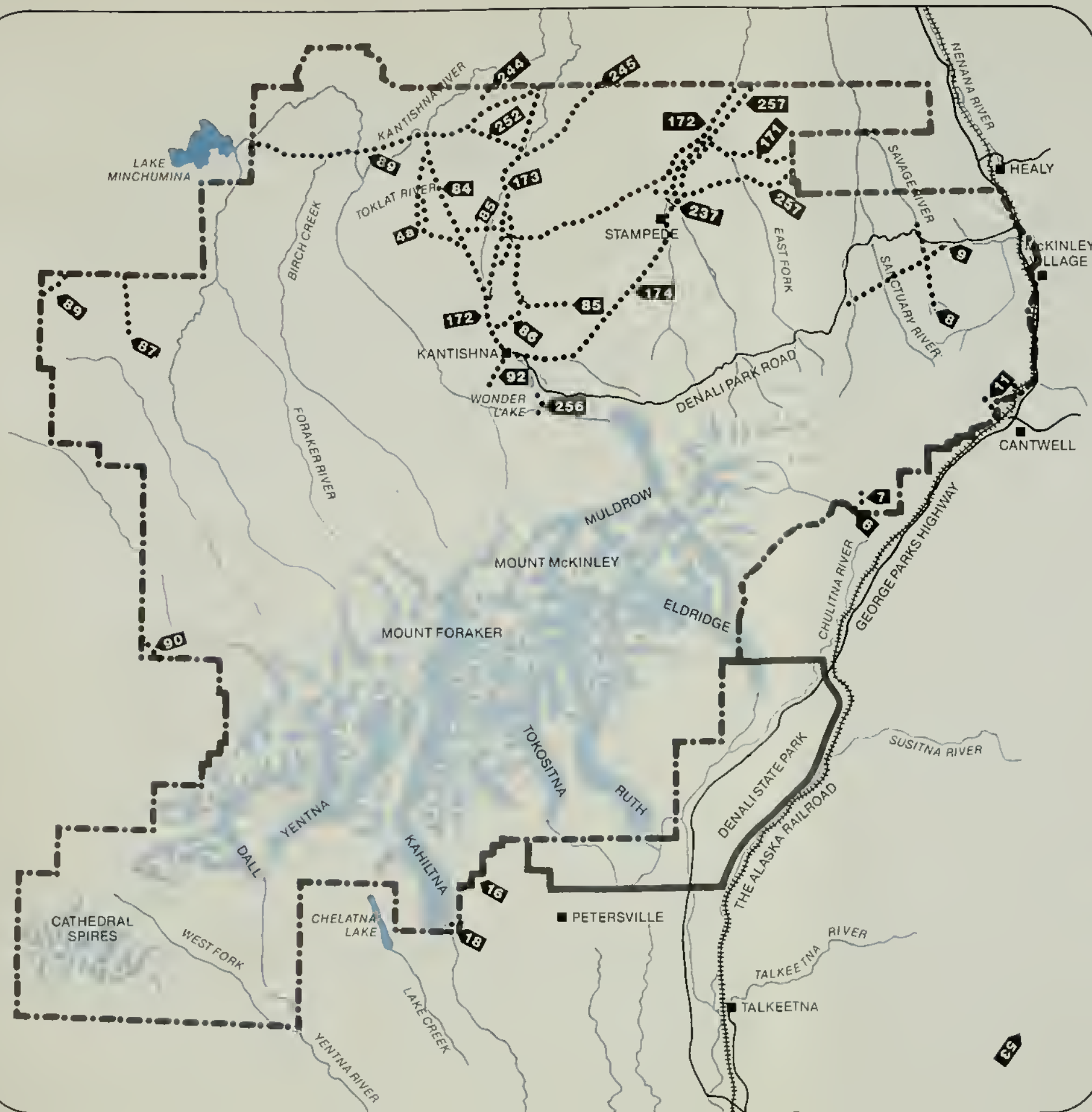
POSSIBLE R S 2477 TRAIL

R S 2477 TRAIL NO.

(This number corresponds to the Alaska Existing Trails System. Source: State of Alaska Department of Transportation/Public Facilities. Submitted April 1974.)



THIS MAP DOES NOT ESTABLISH THE VALIDITY OF THESE POTENTIAL RIGHTS-OF-WAY AND DOES NOT PROVIDE THE PUBLIC THE RIGHT TO TRAVEL OVER THEM. THIS MAP HAS BEEN PROVIDED BY THE STATE TO ILLUSTRATE RIGHTS-OF-WAY THAT THE STATE HAS IDENTIFIED AND CONTENTS MAY BE VALID UNDER RS 2477. THE USE OF OFF-ROAD VEHICLES IN LOCATIONS OTHER THAN ESTABLISHED ROADS OR DESIGNATED ROUTES IN UNITS OF THE NATIONAL PARK SYSTEM IS PROHIBITED (E.D. 11644 AND 11029 AND 43 CFR 36.11(g)). IDENTIFICATION OF POSSIBLE RIGHTS-OF-WAY DOES NOT CONSTITUTE THE DESIGNATION OF ROUTES FOR OFF-ROAD VEHICLE USE.



POSSIBLE RS 2477 RIGHTS-OF-WAY DENALI National Park and Preserve

- PARK BOUNDARY
- PRESERVE BOUNDARY
- GLACIERS
- POSSIBLE RS 2477 TRAIL

RS 2477 TRAIL NO.
(This number corresponds to the Alaska Existing Trails System. Source: State of Alaska Department of Transportation/Public Facilities Submitted April 1974.)



APPENDIX H:
SUBSISTENCE EVALUATION
(Compliance with Section 810 of ANILCA)

I. INTRODUCTION

Section 810(a) of ANILCA states:

In determining whether to withdraw, reserve, lease, or otherwise permit the use, occupancy, or disposition of public lands under any provision of law authorizing such actions, the head of the Federal agency having primary jurisdiction over such lands or his designee shall evaluate the effect of such use, occupancy, or disposition on subsistence uses and needs, the availability of other lands for the purposes sought to be achieved, and other alternatives which would reduce or eliminate the use, occupancy, or disposition of public lands needed for subsistence purposes. No such withdrawal, reservation, lease, permit, or other use, occupancy or disposition of such lands which would significantly restrict subsistence uses shall be effected until the head of such Federal agency -

(i) gives notice to the appropriate State agency and the appropriate local committees and regional councils established pursuant to section 805;

(2) gives notice of, and holds, a hearing in the vicinity of the area involved; and

(3) determines that (A) such a significant restriction of subsistence uses is necessary, consistent with sound management principles for the utilization of the public lands, (B) the proposed activity will involve the minimal amount of public lands necessary to accomplish the purposes of such use, occupancy, or other disposition, and (C) reasonable steps will be taken to minimize adverse impacts upon subsistence uses and resources resulting from such actions.

II. EVALUATION CRITERIA

The following criteria were used to determine adverse effects on subsistence:

large reductions in the abundance of harvestable resources because of adverse impacts on habitat or increased competition from sport harvests

major redistributions of resources because of alteration of habitat or migration routes

substantial interference with harvester access to active subsistence sites through physical or legal barriers

III. PROPOSED ACTION ON FEDERAL LANDS

The National Park Service proposes to implement a general management plan, land protection plan, and wilderness suitability review for Denali National Park and Preserve. The general management plan will guide resource management, visitor use, and development for a ten-year period. The land protection plan will guide management activities related to private lands for a period of two years. The wilderness suitability review evaluates lands in Denali for their suitability or nonsuitability for inclusion in the national wilderness preservation system; it will be valid until such time as a formal recommendation is transmitted to Congress.

IV. ALTERNATIVES CONSIDERED

A. General Management Plan

Continue present management (alternative A)

Develop a visitor service and activity center on the south side, accompanied by a reduction in overnight use on the north side (alternative B, selected as the proposed general management plan)

Perpetuate existing levels of mineral development in the Kantishna Hills and Dunkle Mine areas (alternatives A and B)

B. Land Protection Plan

Acquire surface estates in the Kantishna Hills

Acquire fee title to mining properties in the Kantishna Hills wherever an adverse threat to park resources is recognized

Acquire the wolf townships

Adjust the boundary along the Swift Fork and Tokositna rivers

V. AFFECTED ENVIRONMENT

ANILCA authorizes subsistence harvests within the new park additions and the preserve. Subsistence use is not considered extensive. Resident zones established for Denali include the communities of Cantwell, Minchumina, Nikolai, and Telida. In addition, 16 subsistence use permits are held by individuals who are not residents of those four communities.

The principal subsistence activities are hunting for caribou and moose and trapping for marten and lynx.

VI. EVALUATION

A. The Potential to Reduce Populations, Redistribute Resources, or Interfere with Access

No action of the general management plan or the land protection plan will significantly reduce populations through impacts on habitat or increased competition from nonsubsistence harvest. Implementation of the proposed resource management strategy will result in better understanding of the natural processes at Denali and in corrective actions being taken where necessary to eliminate threats to wildlife populations. The proposal for visitor use and general development also attempts to reduce impacts on wildlife by limiting vehicle use on the north side of the park complex. Mining operations in the Kantishna Hills, if continued at existing levels, will damage riparian habitat and cause minor reductions in the populations of species dependent on that habitat, principally moose, marten, and fox. None of the reductions in population would be expected to be significant. The land protection plan supports the objective of reducing traffic on the north side of Denali by recommending the acquisition of the surface estates on patented mining properties to reduce the potential for recreational development within the interior of the park. The land protection plan also seeks the inclusion of the wolf townships within the park to protect the wildlife populations using those lands from sport hunting.

No action of the general management plan or the land protection plan will adversely affect the distribution or migration patterns of subsistence resources. Therefore, no change in the availability of subsistence resources is anticipated as a result of the implementation of either plan.

All rights of access for subsistence harvests granted by section 811 of ANILCA will be maintained by the general management plan and the land protection plan. Regulations implementing section 811 of ANILCA are currently in place, and the two plans do not suggest changing those regulations.

B. Availability of Other Lands for the Proposed Action

Established in 1917 and significantly enlarged in 1980, Denali National Park and Preserve was included as a unit of the national park system because of the wealth of outstanding natural resources and dramatic features. No other lands would be suitable for the specific purpose of preserving those resources and providing for their enjoyment by the public. The only other major land use addressed by the plans is mineral development, which will occur on patented or valid unpatented claims. The proposed plans are

consistent with the mandates of ANILCA, including title VIII, and with the National Park Service Organic Act.

C. Alternatives

The alternatives considered during this project were limited to the park complex and lands immediately adjacent to the park and preserve. None of the alternatives, including the proposal, would have a significant effect on subsistence use.

VII. CONSULTATION AND COORDINATION

See the consultation and coordination section of this document for information.

VIII. Based on the above process and considering all available information, this evaluation concludes that the proposed actions will not result in a significant restriction in subsistence use in Denali National Park and Preserve.

APPENDIX 1: DEFINITION OF TRADITIONAL

In applying the provisions of ANILCA as related to "means of surface transportation traditionally employed" (section 811) and "the use of snowmachines . . . , motorboats, airplanes, and nonmotorized surface transportation methods for traditional activities" (section 1110), the National Park Service has relied on the following definitions of "tradition(al)" from Webster's Third New International Dictionary of the English Language (unabridged), 1976:

2. The process of handing down information, opinions, beliefs, and customs by word of mouth or by example: transmission of knowledge and institution through successive generations without written instruction. . . .

3. An inherited or established way of thinking, feeling or doing; a cultural feature (as an attitude, belief, custom, institution) preserved or evolved from the past; usage or custom rooted in the past (as of a family or nation); as a (1): a doctrine or practice or a body of doctrine and practice preserved by oral transmission (2): a belief or practice of the totality of beliefs and practices not derived directly from the Bible. . . .

5.a: Cultural continuity embodied in a massive complex of evolving social attitudes, beliefs, conventions, and institutions rooted in the experience of the past and exerting an orienting and normative influence on the present b: the residual elements of past artistic styles or periods.

The National Park Service recognizes that it would be valuable to pursue, with those affected, the refinement of this definition in the context of the legislative history. In the interim, the Park Service will continue to use this definition in applying the above-referenced provisions of ANILCA. To qualify under ANILCA, a "traditional means" or "traditional activity" has to have been an established cultural pattern, per these definitions, prior to 1978 when the unit was established.

APPENDIX J:

(copy)

MASTER MEMORANDUM OF UNDERSTANDING
BETWEEN
THE ALASKA DEPARTMENT OF FISH AND GAME
JUNEAU, ALASKA
AND
THE U.S. NATIONAL PARK SERVICE
DEPARTMENT OF THE INTERIOR
ANCHORAGE, ALASKA

This Master Memorandum of Understanding between the State of Alaska, Department of Fish and Game, hereinafter referred to as the Department, and the U.S. Department of the Interior, National Park Service, hereinafter referred to as the Service, reflects the general policy guidelines within which the two agencies agree to operate.

WHEREAS, the Department, under the Constitution, laws, and regulations of the State of Alaska, is responsible for the management, protection, maintenance, enhancement, rehabilitation, and extension of the fish and wildlife resources of the State on the sustained yield principle, subject to preferences among beneficial uses; and

WHEREAS, the Service, by authority of the Constitution, laws of Congress, executive orders, and regulations of the U.S. Department of the Interior is responsible for the management of Service lands in Alaska and the conservation of resources on these lands, including conservation of healthy populations of fish and wildlife within National Preserves and natural and healthy populations within National Parks and Monuments; and

WHEREAS, the Department and the Service share a mutual concern for fish and wildlife resources and their habitats and desire to develop and maintain a cooperative relationship which will be in the best interests of both parties, the fish and wildlife resources and their habitats, and produce the greatest public benefit; and

WHEREAS, the Alaska National Interest Lands Conservation Act (ANILCA) and subsequent implementing Federal regulations recognize that the resources and uses of Service lands in Alaska are substantially different than those of similar lands in other states and mandate continued subsistence uses in designated National Parks plus sport hunting and fishing, subsistence, and trapping uses in National Preserves under applicable State and Federal laws and regulations; and

WHEREAS, the Department and the Service recognize the increasing need to coordinate resource planning and policy development;

NOW, THEREFORE, the parties hereto do hereby agree as follows:

(copy)

THE DEPARTMENT OF FISH AND GAME AGREES:

1. To recognize the Service's responsibility to conserve fish and wildlife and their habitat and regulate human use on Service lands in Alaska, in accordance with the National Park Service Organic Act, ANILCA, and other applicable laws.
2. To manage fish and resident wildlife populations in their natural species diversity on Service lands, recognizing that nonconsumptive use and appreciation by the visiting public is a primary consideration.
3. To consult with the Regional Director or his representative in a timely manner and comply with applicable Federal laws and regulations before embarking on management activities on Service lands.
4. To act as the primary agency responsible for management of subsistence uses of fish and wildlife on State and Service lands, pursuant to applicable State and Federal laws.
5. To recognize that National Park areas were established, in part, to "assure continuation of the natural process of biological succession" and "to maintain the environmental integrity of the natural features found in them."

THE NATIONAL PARK SERVICE AGREES:

1. To recognize the Department as the agency with the primary responsibility to manage fish and resident wildlife within the State of Alaska.
2. To recognize the right of the Department to enter onto Service lands after timely notification to conduct routine management activities which do not involve construction, disturbance to the land, or alterations of ecosystems.
3. To manage the fish and wildlife habitat on Service lands so as to ensure conservation of fish and wildlife populations and their habitats in their natural diversity.
4. To cooperate with the Department in planning for management activities on Service lands which require permits, environmental assessments, compatibility assessments, or similar regulatory documents by responding to the Department in a timely manner.
5. To consider carefully the impact on the State of Alaska of proposed treaties or international agreements relating to fish and wildlife resources which could diminish the jurisdictional authority of the State, and to consult freely with the State when such treaties or agreements have a significant impact on the State.

(copy)

6. To review Service policies in consultation with the Department to determine if modified or special policies are needed for Alaska.
7. To adopt Park and Preserve management plans whose provisions are in substantial agreement with the Department's fish and wildlife management plans, unless such plans are determined formally to be incompatible with the purposes for which the respective Parks and Preserves were established.
8. To utilize the State's regulatory process to the maximum extent allowed by Federal law in developing new or modifying existing Federal regulations or proposing changes in existing State regulations governing or affecting the taking of fish and wildlife on Service lands in Alaska.
9. To recognize the Department as the primary agency responsible for policy development and management direction relating to subsistence uses of fish and wildlife resources on State and Service lands, pursuant to applicable State and Federal laws.
10. To consult and cooperate with the Department in the design and conduct of Service research or management studies pertaining to fish and wildlife.
11. To consult with the Department prior to entering into any cooperative land management agreements.
12. To allow under special use permit the erection and maintenance of facilities or structures needed to further fish and wildlife management activities of the Department on Service lands, provided their intended use is not in conflict with the purposes for which affected Parks or Preserves were established.

THE DEPARTMENT OF FISH AND GAME AND THE NATIONAL PARK SERVICE MUTUALLY AGREE:

1. To coordinate planning for management of fish and wildlife resources on Service lands so that conflicts arising from differing legal mandates, objectives, and policies either do not arise or are minimized.
2. To consult with each other when developing policy, legislation, and regulations which affect the attainment of wildlife resource management goals and objectives of the other agency.
3. To provide to each other upon request fish and wildlife data, information, and recommendations for consideration in the formulation of policies, plans, and management programs regarding fish and wildlife resources on Service lands.

(copy)

4. To recognize that the taking of fish and wildlife by hunting, trapping, or fishing on certain Service lands in Alaska is authorized in accordance with applicable State and Federal law unless State regulations are found to be incompatible with documented Park or Preserve goals, objectives or management plans.
5. To recognize for maintenance, rehabilitation, and enhancement purposes, that under extraordinary circumstances the manipulation of habitat or animal populations may be an important tool of fish and wildlife management to be used cooperatively on Service lands and waters in Alaska by the Service or the Department when judged by the Service, on a case by case basis, to be consistent with applicable law and Park Service policy.
6. That implementation by the Secretary of the Interior of subsistence program recommendations developed by Park and Park Monument Subsistence Resource Commissions pursuant to ANILCA Section 808(b) will take into account existing State regulations and will use the State's regulatory process as the primary means of developing Park subsistence use regulations.
7. To neither make nor sanction any introduction or transplant of any fish or wildlife species on Service lands without first consulting with the other party and complying with applicable Federal and State laws and regulations.
8. To cooperate in the development of fire management plans which may include establishment of priorities for the control of wildfires and use of prescribed fires.
9. To consult on studies for additional wilderness designations and in development of regulations for management of wilderness areas on Service lands.
10. To resolve, at field office levels, all disagreements pertaining to the cooperative work of the two agencies which arise in the field and to refer all matters of disagreement that cannot be resolved at equivalent field levels to the Regional Director and to the Commissioner for resolution before either agency expresses its position in public.
11. To meet annually to discuss matters relating to the management of fish and wildlife resources on, or affected by, Service lands.
12. To develop such supplemental memoranda of understanding between the Commissioner and the Regional Director as may be required to implement the policies contained herein.
13. That the Master Memorandum of Understanding is subject to the availability of appropriated State and Federal funds.

(copy)

14. That this Master Memorandum of Understanding establishes procedural guidelines by which the parties shall cooperate, but does not create legally enforceable obligations or rights.
15. That this Master Memorandum of Understanding shall become effective when signed by the Commissioner of the Alaska Department of Fish and Game and the Alaska Regional Director of the National Park Service and shall continue in force until terminated by either party by providing notice in writing 120 days in advance of the intended date of termination.
16. That amendments to this Master Memorandum of Understanding may be proposed by either party and shall become effective upon approval by both parties.

STATE OF ALASKA

U.S. DEPARTMENT OF THE INTERIOR

Department of Fish and Game

National Park Service

By /s/ Ronald O. Skoog

By /s/ John E. Cook

Ronald O. Skoog

John E. Cook

Commissioner

Regional Director, Alaska

Date 14 October 1982

Date October 5, 1982

APPENDIX K: LAND ACQUISITION AUTHORITY

94 STAT. 2474

PUBLIC LAW 96-487—DEC. 2, 1980

LAND ACQUISITION AUTHORITY

16 USC 3192.

SEC. 1302. (a) **GENERAL AUTHORITY.**—Except as provided in subsections (b) and (c) of this section, the Secretary is authorized, consistent with other applicable law in order to carry out the purposes of this Act, to acquire by purchase, donation, exchange, or otherwise any lands within the boundaries of any conservation system unit other than National Forest Wilderness.

(b) **RESTRICTIONS.**—Lands located within the boundaries of a conservation system unit which are owned by—

(A) the State or a political subdivision of the State;

(B) a Native Corporation or Native Group which has Natives as a majority of its stockholders;

(C) the actual occupant of a tract, title to the surface estate of which was on, before, or after the date of enactment of this Act conveyed to such occupant pursuant to subsections 14(c)(1) and 14(h)(5) of the Alaska Native Claims Settlement Act, unless the Secretary determines that the tract is no longer occupied for the purpose described in subsections 14(c)(1) or 14(h)(5) for which the tract was conveyed and that activities on the tract are or will be detrimental to the purposes of the unit in which the tract is located; or

(D) a spouse or lineal descendant of the actual occupant of a tract described in subparagraph (C), unless the Secretary determines that activities on the tract are or will be detrimental to the purposes of the unit in which the tract is located—

may not be acquired by the Secretary without the consent of the owner.

(c) **EXCHANGES.**—Lands located within the boundaries of a conservation system unit (other than National Forest Wilderness) which are owned by persons or entities other than those described in subsection (b) of this section shall not be acquired by the Secretary without the consent of the owner unless prior to final judgment on the value of the acquired land, the owner, after being offered appropriate land of similar characteristics and like value (if such land is available from public lands located outside the boundaries of any conservation system unit), chooses not to accept the exchange. In identifying public lands for exchange pursuant to this subsection, the Secretary shall consult with the Alaska Land Use Council.

(d) **IMPROVED PROPERTY.**—No improved property shall be acquired under subsection (a) without the consent of the owner unless the Secretary first determines that such acquisition is necessary to the fulfillment of the purposes of this Act or to the fulfillment of the purposes for which the concerned conservation system unit was established or expanded.

(e) **RETAINED RIGHTS.**—The owner of an improved property on the date of its acquisition, as a condition of such acquisition, may retain for himself, his heirs and assigns, a right of use and occupancy of the improved property for noncommercial residential or recreational purposes, as the case may be, for a definite term of not more than twenty-five years, or in lieu thereof, for a term ending at the death of the owner or the death of his spouse, whichever is later. The owner shall elect the term to be reserved. Unless the property is wholly or partially donated, the Secretary shall pay to the owner the fair market value of the owner's interest in the property on the date of its acquisition, less the fair market value on that date of the right retained by the owner. A right retained by the owner pursuant to this section shall be subject to termination by the Secretary upon his

Post, pp. 2493,
2494.

determination that such right is being exercised in a manner inconsistent with the purposes of this Act, and it shall terminate by operation of law upon notification by the Secretary to the holder of the right of such determination and tendering to him the amount equal to the fair market value of that portion which remains unexpired.

(f) **DEFINITION.**—For the purposes of this section, the term “improved property” means—

“Improved property.”

(1) a detached single family dwelling, the construction of which was begun before January 1, 1980 (hereinafter referred to as the “dwelling”), together with the land on which the dwelling is situated to the extent that such land—

(A) is in the same ownership as the dwelling or is Federal land on which entry was legal and proper, and

(B) is designated by the Secretary to be necessary for the enjoyment of the dwelling for the sole purpose of noncommercial residential use, together with any structures necessary to the dwelling which are situated on the land so designated, or

(2) property developed for noncommercial recreational uses, together with any structures accessory thereto which were so used on or before January 1, 1980, to the extent that entry onto such property was legal and proper.

In determining when and to what extent a property is to be considered an “improved property”, the Secretary shall take into consideration the manner of use of such buildings and lands prior to January 1, 1980, and shall designate such lands as are reasonably necessary for the continued enjoyment of the property in the same manner and to the same extent as existed before such date.

(g) **CONSIDERATION OF HARDSHIP.**—The Secretary shall give prompt and careful consideration to any offer made by the owner of any property within a conservation system unit to sell such property, if such owner notifies the Secretary that the continued ownership is causing, or would result in, undue hardship.

(h) **EXCHANGE AUTHORITY.**—Notwithstanding any other provision of law, in acquiring lands for the purposes of this Act, the Secretary is authorized to exchange lands (including lands within conservation system units and within the National Forest System) or interests therein (including Native selection rights) with the corporations organized by the Native Groups, Village Corporations, Regional Corporations, and the Urban Corporations, and other municipalities and corporations or individuals, the State (acting free of the restrictions of section 6(i) of the Alaska Statehood Act), or any Federal agency. Exchanges shall be on the basis of equal value, and either party to the exchange may pay or accept cash in order to equalize the value of the property exchanged, except that if the parties agree to an exchange and the Secretary determines it is in the public interest, such exchanges may be made for other than equal value.

48 USC note
prec. 21.

(i)(1) The Secretary is authorized to acquire by donation or exchange, lands (A) which are contiguous to any conservation system unit established or expanded by this Act, and (B) which are owned or validly selected by the State of Alaska.

(2) Any such lands so acquired shall become a part of such conservation system unit.

APPENDIX L: SPECIFIC LAND
PROTECTION RECOMMENDATIONS

The recommended means of land protection for nonfederal land in Denali National Park are in priority order below. Ownership, location, acreages involved, minimum interest needed for protection, and justification are also given. Priorities may be readjusted if incompatible uses develop, as additional information is obtained, or to address emergencies or hardships. The land protection plan will be reviewed every two years and revised as necessary to reflect new information and changing uses and priorities. Review and revision procedures, including public involvement, are discussed in the introduction to the "Land Protection Plan" section of this document.

"Owner" as it pertains to privately owned real property inside the park or preserve is defined as follows:

The person(s), corporation, or other entity who first received patent or other conveyance from the United States of America or the State of Alaska. When the title to real property is conveyed by the United States of America or the State of Alaska (in the case of state land disposals), no records are required to be maintained by the government covering future transfers of ownership. Those records are maintained in each recording district. Abstracts of such records are available from various title insurance companies throughout the state.

Area 1

Owner: State of Alaska

Tract ____ (Fairbanks T12S R9W, T12S R10W, T12S R11W, T13S R7W, T13S R8W, T13S R9W, T13S R10W, T13S R11W)

Size (acres): 91,570 (approx.)

Minimum interest needed: Fee

Justification: These lands have long been identified as belonging to the original Mount McKinley National Park ecosystem. These are essential to preserve habitat for moose, wolves, bear, sheep, and caribou which migrate annually into the area from present park lands. For the past several years the Denali caribou herd has wintered in the Stampede area. Protection of the area would maintain the integrity of the Savage, Sanctuary, and Teklanika watersheds and preclude adverse development.

Recommended method of acquisition: Exchange

Priority: 1

Area 2

Owner: Geoprize, Ltd.; Swainbank (Nimbus 1-10, Nim 4-160)
Tracts AA 028909 and AA 029075 (Fairbanks T19S R10W)
Size (acres): 3,420
Minimum interest needed: None (delete from park)
Justification: The National Park Service intends to exchange the lands containing these mining claims for other lands, thus excluding these claims from the boundary of the park.
Recommended method of deletion: Exchange
Priority: 1

Area 3

Owner: Foster, Hawley, Zink (Golden Flower 1-6)
Tracts AA 023357-62 (Fairbanks T19S R10W)
Size (acres): 60
Minimum interest needed: None (delete from park)
Justification: The National Park Service intends to exchange the lands containing these mining claims for other lands, thus excluding these claims from the boundary of the park.
Recommended method of deletion: Exchange
Priority: 1

Area 4

Owner: Enserch (Golden Bob 14-16)
Tracts AA 029978-80 (Fairbanks T19S R11W)
Size (acres): 60
Minimum interest needed: None (delete from park)
Justification: The National Park Service intends to exchange the lands containing these mining claims for other lands, thus excluding these claims from the boundary of the park.
Recommended method of deletion: Exchange
Priority: 1

Area 5

Owner: Foster (Colorado 1-9)
Tract AA 023363-71 (Fairbanks T19S R10W)
Size (acres): 180
Minimum interest needed: None (delete from park)
Justification: The National Park Service intends to exchange the lands containing these mining claims for other lands, thus excluding these claims from the boundary of the park.
Recommended method of deletion: Exchange
Priority: 1

Area 6

Owner: 41 patented lode claims, Kantishna Tract

Size (acres): 804.881 (approx. 20 each claim)

Minimum interest needed: Less than fee

Justification: These claims were originally staked for their mineral interest. Acquisition of the surface estate would preclude adverse development not directly connected with the mineral industry. Such development might include subdivision, highrise buildings, or development causing increased road travel over the park road. Recent research has shown that increased traffic along the park road is detrimental to park wildlife. In addition, the surface of these lands is mostly undisturbed, and attempts to develop would cause considerable scarring, loss of vegetation, and erosion.

Recommended method of acquisition: Purchase interest in the surface estate of each patented lode claim, reserving to the owner the right to use the surface for the exploration and development of the minerals

Priority: 2

Area 7

Owner: Kantishna Mines, Anthony

Tract F 001169, 2 lode claims (Whistler, Bright Light)

Size (acres): 40.497

Minimum interest needed: Fee

Justification: These claims are the only patented lode claims situated on the west side of Moose Creek. They are covered with vegetation. Acquisition could preclude further disturbance to scenic and habitat values on the western side of the Moose Creek valley.

Recommended method of acquisition: Purchase

Priority: 3

Area 8

Owner: Fuksa (Comstock 1-8, Eagles Den 1 and 2, Lucky Tuesday 1 and 2, Eldorado 1-4, and Virginia City 1 and 2)

Tracts FF 059042-49, FF 059032,33, FF 059027,28, FF058991-94, and FF 058995,96 (Fairbanks T16S R18W)

Size (acres): 360

Minimum interest needed: Mineral interest

Justification: All unpatented claims will undergo validity determination. Acquisition of the mineral interest of valid claims could prevent further disturbance at these sites for the development of access and help maintain the scenic and habitat values of this less disturbed west side of the Moose Creek drainage.

Recommended method of acquisition: Purchase

Priority: 4

Area 9

Owner: Taylor (Last Chance Creek lodes 1-6)

Tracts FF 052416-21

Size (acres): 120

Minimum interest needed: Mineral interest

Justification: All unpatented claims will undergo validity determination. Acquisition of the mineral interest of valid claims could prevent further disturbance for the development of access and further tailing piles at the sites. Protection of this area will help maintain the scenic and habitat values in the Caribou Creek drainage.

Recommended method of acquisition: Purchase

Priority: 4

Area 10

Owner: Northwest Exploration (Willow 1-8 and Liberty 22-54)

Tracts FF 59258-65 and FF 59209-41

Size (acres): 820

Minimum interest needed: Mineral interest

Justification: All claims will undergo validity determinations. Acquisition of the mineral interest of relatively undisturbed valid claims could prevent further damage to scenic values and aquatic and riparian habitat, maintain fish passage to Upper Moose Creek, and maintain a caribou calving area and habitat for moose, birds, and other wildlife. Moose Creek flows out of the Denali wilderness. It is popular with hikers and backpackers and is readily accessible from the park road. It supports a large grayling population.

Recommended method of acquisition: Purchase

Priority: 4

Area 11

Owner: Talkeetna Mines Trust, Jacobsen

Tract AA 05037, Tokachitna unpatented claims 1-8 (Seward T30N R8W)

Size (acres): 160

Minimum interest needed: Mineral

Justification: The area is currently without mining access in the remote south of Denali National Park. Acquisition would preclude impacts from development and access into this otherwise primitive area of the park and would protect the natural setting.

Recommended method of acquisition: Donation

Priority: 5

Area 12

Owner: State of Alaska

Tract AA06910

Size (acres): 640

Minimum interest needed: Fee

Justification: Lands in these tracts are the only remaining inholdings in the southwest preserve. Their acquisition would consolidate management.

Recommended method of acquisition: Exchange

Priority: 6

Area 13

Owner: Genet

Tract AA 5488 (Seward T30N R6W)

Size (acres): 79.96

Minimum interest needed: Less than fee

Justification: Present residential use is compatible with park resources and uses of this area. The park would want to acquire an easement on this property if an adverse use was imminent, to prevent further intrusions on lands basically primitive in character and to minimize impacts on wildlife habitat and subsistence uses. Adverse uses would include subdivision or commercial development.

Recommended method of acquisition: Purchase

Priority: 7

Area 14

Owner: State of Alaska

Tract _____ (Seward T29N R6W)

Size (acres): not available

Minimum interest needed: Fee

Justification: A land exchange would place boundaries along the Tokositna River and simplify identification by park visitors and NPS and state officials. Basic acreage would not change. The boundary would be the west bank of the Tokositna River.

Recommended method of acquisition: Exchange

Priority: 8

Area 15

Owner: Barron

Tract AA 3990 (Seward T30N R6W)

Size (acres): 47

Minimum interest needed: Less than fee

Justification: Present residential use is compatible with park resources and uses of this area. The park would want to acquire an easement on this property if an adverse use was imminent, to prevent further intrusions on lands basically primitive in character and to minimize impacts on wildlife habitat and subsistence uses. Adverse uses would include subdivision or commercial development.

Recommended method of acquisition: Purchase

Priority: 9

Area 16

Owner: Basil headquarters site

Tract AA 1076 (Seward T30N R6W)

Size (acres): 4.98

Minimum interest needed: Less than fee

Justification: Present residential use is compatible with park resources and uses of this area. The park would want to acquire an easement on this property if an adverse use was imminent, to prevent further intrusion on lands basically primitive in character and to minimize impacts on wildlife habitat and subsistence uses. Adverse uses would include subdivision or commercial development.

Recommended method of acquisition: Purchase

Priority: 10

Area 17

Owner: State of Alaska

Size (acres): 3,635 (50 acres Tokositna River, 1,895 acres Kantishna River, 1,230 acres Muddy River)

Minimum interest needed: Cooperative agreement

Justification: Mining could occur in the beds of rivers determined to be navigable, because title to these riverbeds is vested in the state. The National Park Service needs to prevent the degradation of habitat, water quality, and scenic values on all rivers within the park boundary. A cooperative agreement with the state of Alaska could preclude mineral entry and leasing under state law and otherwise prevent the destruction of riparian habitat and scenic values along any rivers determined to be owned by the state.

Recommended method of protection: Cooperative agreement

Priority: 11

Area 18

Owner: Application, Cantwell Village Corp. (12(b))
Tract FF 14844A2 (Fairbanks T17S R8W, sec. 25, 36, and T18S R8W, sec. 1)
Size (acres): 1,860
Minimum interest needed: Less than fee
Justification: This area is adjacent to the community of Cantwell and serves as habitat for moose in the Windy Creek drainage. The area is at the base of the hills above the town and is forested. Land sales, growth, and development could impact this area which is now used by local rural residents for subsistence purposes. A scenic easement could allow compatible development and lessen impacts on habitat and other values.
Recommended method of acquisition: Purchase or exchange
Priority: 12

Area 19

Owner: Application, AHTNA Native Corporation
Tract AA 16172 (Fairbanks T18S R9W)
Size (acres): 7,860
Minimum interest needed: Fee
Justification: This area is important to the habitat and scenic values of the adjacent Denali wilderness.
Recommended method of protection: Relinquishment
Priority: 13

Area 20

Owner: AHTNA Native Corporation (12(c))
Tract AA 810402 (Fairbanks T17S R9W, sec. 35, 36)
Size (acres): 375.0
Minimum interest needed: Fee
Justification: This parcel is needed to consolidate ownership and management in the area and to maintain the integrity of the watershed on the Foggy Pass side of the former Mount McKinley National Park. The parcel blocks a small valley on the existing park side and is important for the movement of wildlife.
Recommended method of acquisition: Exchange
Priority: 14

Area 21

Owner: Application, Doyon, Ltd. (12(c))

Tract FF 02190156 (Fairbanks T10S R20W)

Size (acres): 6,073 in current boundary

Minimum interest needed: Fee

Justification: This area northeast of the Muddy River flats was set aside by Congress because of its high resource values. It is composed of wetlands and low wooded hills which serve as moose habitat. Local rural residents depend primarily on these moose for subsistence. Acquisition is necessary to preclude any land disposal, subdivision, or adverse development in the area and to maintain the habitat.

Recommended method of acquisition: Exchange

Priority: 15

Area 22

Owner: Application, Doyon, Ltd. (12(c))

Tract FF 2190491 (Fairbanks T10S R21W)

Size (acres): 19,108 in current boundary

Minimum interest needed: Fee

Justification: This is the northern end of the Muddy River flats. It is important marshland habitat for trumpeter swans and seasonal riparian habitat for moose. Local rural residents depend primarily on these moose for subsistence. Fee is necessary to preclude any land disposal, subdivision, or adverse development in the area.

Recommended method of acquisition: Relinquishment (or exchange, as appropriate)

Priority: 16

Area 23

Owner: Application, Doyon, Ltd. (14(h)(8))

Tracts FF 40216-219 (Fairbanks T11S R20W)

Size (acres): 22,662 (5,760, 5,697, 5,445, and 5,760)

Minimum interest needed: Fee

Justification: These applications are at the north end of Lake Chilchukabena, an area identified as important habitat for moose and migrating waterfowl. Local rural residents rely on this area for subsistence. This is the largest lake in the park, and its shoreline should be protected for its scenic and other values. Acquisition is needed to preclude any land disposal, subdivision, or adverse development in the area.

Recommended method of acquisition: Relinquishment or exchange, as appropriate

Priority: 17

Area 24

Owner: Application, Minchumina Natives, Inc.

Tracts AA 11184 (Fairbanks T11S R23W) and FF 22396 (T11S R22W)

Size (acres): 3,010

Minimum interest needed: Fee

Justification: The tracts are near Lake Minchumina. This area is important habitat for migrating waterfowl, including trumpeter swans. If these lands are conveyed, acquisition will be necessary to preclude adverse use, subdivision, or land development.

Recommended method of acquisition: Purchase or exchange

Priority: 18

Area 25

Owner: Sheldon headquarters site

Tract AA 445 (Fairbanks T22S R17W)

Size (acres): 4.90

Minimum interest needed: None

Justification: The current historical pattern of use is compatible with park resources. If incompatible uses occurred, the National Park Service would want to acquire the property. Subdivision or high-rise buildings would be considered incompatible uses. This property is currently used commercially as a shelter for climbers and skiers.

Recommended method of acquisition: None

Priority: None

Area 26

Owner: Application, Doyon, Ltd.

Tract FF 22715 (Fairbanks T12S R17W)

Size (acres): 160

Minimum interest needed: Cooperative Agreement

Justification: The area is a cemetery/historic site important to native Athapascans. Designation as national park lands currently protects these historic sites by federal law. These lands and historic values should remain federally owned and can be managed and protected respecting native concerns.

Recommended method of acquisition: Relinquishment

Priority: 19

Area 27

Owner: Application, Doyon, Ltd.
Tract FF 22818 (Fairbanks T12S R21W, sec. 6)
Size (acres): 629
Minimum interest needed: Cooperative Agreement
Justification: The area is a cemetery/historic site important to native Athapascans. Designation as national park lands currently protects these historic sites by federal law. These lands and historic values should remain federally owned and can be managed and protected respecting native concerns.
Recommended method of acquisition: Relinquishment
Priority: 20

Area 28

Owner: Application, Doyon, Ltd.
Tract FF 22843 (Fairbanks T12S R21W, sec. 11-13)
Size (acres): 26
Minimum interest needed: Cooperative Agreement
Justification: The area is a cemetery/historic site important to native Athapascans. Designation as national park lands currently protects these historic sites by federal law. These lands and historic values should remain federally owned and can be managed and protected respecting native concerns.
Recommended method of acquisition: Relinquishment
Priority: 21

Area 29

Owner: University of Alaska (Stampede Mine)
Tract FF 79301 and 79302 (Ridge Claims 3 and 4)
Size (acres): 21.552
Minimum interest needed: Mineral interest
Justification: Ridge Claims 3 and 4 are situated on a ridge above the main block of the Stampede Mine claims. They are unpatented and have not been mined. It is preferable that the activity at the Stampede Mine be confined to the already disturbed area, which is more out of sight and a mile away from the highly visible ridgetop.
Recommended method of acquisition: Relinquishment of the mineral interest in the claims
Priority: 22

Area 30

Owner: Application, State of Alaska

Tract F 034740 (Fairbanks T18S, R8W)

Size (acres): 6,141

Minimum interest needed: Fee

Justification: Acquisition of an approximately 1,000-acre portion of this parcel, from the ridgetop down the west drainage of Windy Creek, is necessary to maintain the integrity of the Windy Creek watershed. This area is adjacent to the town of Cantwell. A cooperative agreement for the remainder of the parcel will be sufficient.

Recommended method of acquisition: Relinquishment or exchange

Priority: None

Area 31

Owner: Travers

Tract F 29984 (Fairbanks T16S R17W, sec. 29NW, NW)

Size (acres): 0.517

Minimum interest needed: None

Justification: Current historical pattern of use is compatible with park resources. If incompatible uses occurred or were proposed, the National Park Service would want to acquire the property. Subdivision, highrise buildings, improved access, or other obtrusive development or use causing increased travel over the park road would be considered incompatible uses. Recent research has shown that increased travel on the park road is detrimental to park wildlife. Part of this tract was sold; however, a parcel 150' x 150' in the southwest corner was retained by Mr. Travers. A small cabin sits on the property.

Recommended method of acquisition: None

Priority: None

Area 32

Owner: Hunter

Tract F 9215 (Fairbanks T16S R17W, sec. 19NE, 20NW)

Size (acres): 12

Minimum interest needed: None

Justification: Current historical pattern of use is compatible with park resources. If incompatible uses occurred, the National Park Service would want to acquire the property. Subdivision, highrise buildings, improved access, or other obtrusive development or development causing increased travel over the park road would be considered incompatible uses. Recent research has shown that increased travel on the park road is detrimental to park wildlife.

Recommended method of acquisition: None

Priority: None

Area 33

Owner: Olsen homestead site

Tract F 2627 (Fairbanks T12S R17W, Diamond, AK)

Size (acres): 15.39

Minimum interest needed: None

Justification: Use as a single residence or parttime residence without further improvements to the land or improved access is compatible. Otherwise, fee interest by purchase would be recommended.

Recommended method of acquisition: None

Priority: None

Area 34

Owner: Cole (Camp Denali)

Tract F 9215 (Fairbanks T16S R17W, sec. 19NE and 20NW)

Size (acres): 55.306

Minimum interest needed: Less than fee (easement)

Justification: Camp Denali is a private lodge located near the Kantishna Mining district. It operates guided activities in Denali National Park by concession permit. The complex consists of a lodge, dining room, outbuildings, and guest cabins designed to accommodate 32 people on a regular basis. Subdivision, highrise buildings, improved access, or development causing increased travel over the park road would be considered incompatible uses. Recent research has shown that increased travel on the park road would be detrimental to park wildlife. An easement limiting development and occupancy to present levels would ensure that road use limits would be maintained.

Recommended method of acquisition: Purchase

Priority: 23

Area 35

Owner: Van Wickle homesite

Tract FF 6085 (Fairbanks T16S R17W, sec. 09SE, NE, SE, SE and 10SW, NW, SW, SW)

Size (acres): 4.99

Minimum interest needed: Less than fee (easement)

Justification: This is a highly visible nonmining property. Subdivision, highrise buildings, improved access, or other obtrusive development or increased development causing increased travel over the park road would be considered incompatible uses. Recent research has shown that increased travel on the park road would be detrimental to park wildlife. An easement limiting development and occupancy to present levels would ensure that road use limits would be maintained.

Recommended method of acquisition: Purchase

Priority: 24

Area 36

Owner: Ashbrook homesite (Kantishna Roadhouse)

Tract F 20831 (Fairbanks T16S R18W, sec. 13)

Size (acres): 5.0

Minimum interest needed: Less than fee (easement)

Justification: The Kantishna roadhouse is a small hotel, restaurant, and bar which caters to both organized tours and walk-in traffic. It currently consists of a private home, lodge, historic roadhouse, five cabins, and several weatherport tents. Subdivision, highrise buildings, improved access or development causing increased travel on the park road would be considered incompatible uses. Recent research has shown that increased travel on the park road would be detrimental to park wildlife. An easement limiting development and occupancy to present levels would ensure that road use limits would be maintained.

Recommended method of acquisition: Purchase

Priority: 25

Area 37

Owner: Hunter headquarters site (Eagle's Nest)

Tract F 34584 (Fairbanks T16S R17W, sec. 17)

Size (acres): 4.99

Minimum interest needed: Less than fee (easement)

Justification: This is a highly visible nonmining property. Subdivision, highrise buildings, improved access, or other obtrusive development or increased development causing increased travel over the park road would be considered incompatible uses. Recent research has shown that increased travel on the park road would be detrimental to park wildlife. An easement limiting development and occupancy to present levels would ensure that road use limits would be maintained.

Recommended method of acquisition: Purchase

Priority: 26

Area 38

Owner: Cole (Hawk's Nest)

Tract F 29984 (Fairbanks T16S R17W, sec. 29NW, NW)

Size (acres): 4.483

Minimum interest needed: Less than fee (easement)

Justification: This is a highly visible nonmining property. Subdivision, highrise buildings, improved access, or other obtrusive development or increased development causing increased travel over the park road would be considered incompatible uses. Recent research has shown that increased travel on the park road would be detrimental to park wildlife. An easement limiting development and occupancy to present levels would ensure that road use limits would be maintained.

Recommended method of acquisition: Purchase

Priority: 27

Area 39

Owner: Crabb (North Face Lodge)

Tract F 12691 (Fairbanks T16S R17W)

Size (acres): 4.75

Minimum interest needed: Less than fee (easement)

Justification: This is a highly visible small hotel with 15 rooms, accommodating up to 30 guests, located on the park road past Wonder Lake. It has been offered for sale, and such sale, to be profitable, would require extensive development of the property, which would increase its visibility and road use. Subdivision, highrise buildings, improved access, or development causing increased travel over the park road would be considered incompatible uses. Recent research has shown that increased travel on the park road would be detrimental to park wildlife. An easement limiting development and occupancy to present levels would ensure that road use limits would be maintained.

Recommended method of acquisition: Purchase

Priority: 28

Area 40

Owner: John

Tract F 2624 (Fairbanks T12S R21W, sec. 12W2)

Size (acres): 160

Minimum interest needed: None

Justification: This is an Alaska native allotment. Present residential use is compatible with park resources. The park would want to acquire this property in fee if an adverse use was imminent, to prevent further intrusions on lands basically primitive in character and to minimize impacts on wildlife habitat and subsistence uses. Adverse uses would include subdivision or commercial development.

Recommended method of acquisition: None

Priority: None

Area 41

Owner: Menke

Tract FF 1268 (Fairbanks T11S R21W, parcel C, and
T11S R22W, parcel B)

Size (acres): 80

Minimum interest needed: None

Justification: This is an Alaska native allotment. Present residential use is compatible with park resources. The park would want to acquire this property in fee if an adverse use was imminent, to prevent further intrusions on lands basically primitive in character and to minimize impacts on wildlife habitat and subsistence uses. Adverse uses would include subdivision or commercial development.

Recommended method of acquisition: None

Priority: None

Area 42

Owner: Application, Chase

Tract FF 16597A (Fairbanks T11S R20W)

Size (acres): 110

Minimum interest needed: None

Justification: This is an Alaska native allotment. Present residential use is compatible with park resources. The park would want to acquire this property in fee if an adverse use was imminent, to prevent further intrusions on lands basically primitive in character and to minimize impacts on wildlife habitat and subsistence uses. Adverse uses would include subdivision or commercial development.

Recommended method of acquisition: None

Priority: None

Area 43

Owner: Nikolai

Tract FF 17523 (Fairbanks T15S R28W, sec. 18A, and T16S R27W, sec. 28 and 33B)

Size (acres): 160

Minimum interest needed: None

Justification: This is an Alaska native allotment. Present residential use is compatible with park resources. The park would want to acquire this property in fee if an adverse use was imminent, to prevent further intrusions on lands basically primitive in character and to minimize impacts on wildlife habitat and subsistence uses. Adverse uses would include subdivision or commercial development.

Recommended method of acquisition: None

Priority: None

Area 44

Owner: Nikolai

Tract FF 17524 (Fairbanks T15S R27W, sec. 34)

Size (acres): 80

Minimum interest needed: None

Justification: This is an Alaska native allotment. Present residential use is compatible with park resources. The park would want to acquire this property in fee if an adverse use was imminent, to prevent further intrusions on lands basically primitive in character and to minimize impacts on wildlife habitat and subsistence uses. Adverse uses would include subdivision or commercial development. The property sits between Highpower and Deep creeks in the western end of the park.

Recommended method of acquisition: None

Priority: None

Area 45

Owner: Rudolph Chase

Tract FF 17876 (Fairbanks T11S R20W, sec. 31, and T12S R20W, sec. 6)

Size (acres): 160

Minimum interest needed: None

Justification: This is an Alaska native allotment. Present residential use is compatible with park resources. The park would want to acquire this property in fee if an adverse use was imminent, to prevent further intrusions on lands basically primitive in character and to minimize impacts on wildlife habitat and subsistence uses. Adverse uses would include subdivision or commercial development.

Recommended method of acquisition: None

Priority: None

Area 46

Owner: Application, Starr

Tracts FF 19491 C (Fairbanks T12S R20W, sec. 9), FF 19491 B (T11S R21W, sec. 3 and 10), FF 19491 A (T11S R21W, sec. 6), and FF 19491 D (T11S R21W, sec. 18)

Size (acres): 160

Minimum interest needed: None

Justification: This is an Alaska native allotment. Present residential use is compatible with park resources. The park would want to acquire this property in fee if an adverse use was imminent, to prevent further intrusions on lands basically primitive in character and to minimize impacts on wildlife habitat and subsistence uses. Adverse uses would include subdivision or commercial development.

Recommended method of acquisition: None

Priority: None

Area 47

Owner: Harrison

Size (acres): 0.25

Minimum interest needed: None

Justification: Present residential use is compatible with park resources and uses of this area. The park would want to acquire this property in fee if an adverse use was imminent, to prevent further intrusions on lands basically primitive in character and to minimize impacts on wildlife habitat and subsistence uses. Adverse uses would include subdivision or commercial development.

Recommended method of acquisition: None

Priority: None

Area 48

Owner: Barb

Size (acres): 0.25

Minimum interest needed: None

Justification: Present residential use is compatible with park resources and uses of this area. The park would want to acquire this property in fee if an adverse use was imminent, to prevent further intrusions on lands basically primitive in character and to minimize impacts on wildlife habitat and subsistence uses. Adverse uses would include subdivision or commercial development.

Recommended method of acquisition: None

Priority: None

Area 49

Owner: University of Alaska (Stampede Mine)

Tract FF 079305-7 and FF 59096-7 (Fairbanks T13S R15W)

Size (acres):

Minimum interest needed: None

Justification: This mineral interest is owned by the University of Alaska, School of Mining. It is administered under an agreement with the National Park Service. The National Park Service intends to continue managing the area under the agreement to provide educational opportunities to students.

Recommended method of protection: Cooperation

Priority: None

Area 50

Owner: Cordasci (Absolution)

Tract AA 13539 (Fairbanks T20S R11W, sec. 5NW)

Size (acres): 20

Minimum interest needed: None

Justification: This claim will be examined for validity. If it is determined valid, it will be managed according to federal and state regulations to ensure land protection of the area.

Recommended method of protection: Regulation

Area 51

Owner: Ohio Creek Mining Corp. (Glacier Queen)

Tract AA 034579 (Fairbanks T20S R12W, sec. 18NE)

Size (acres): 20

Minimum interest needed: None

Justification: This claim will be examined for validity. If it is determined valid, any operations will be managed according to federal and state regulations to ensure land protection of the area.

Recommended method of protection: Regulation

Area 52

Owner: Wilson (Don 1, 2, 9, and 10)

Tracts AA 032502-3 and AA 032510 (T20S R11W)

Size (acres): 60

Minimum interest needed: None

Justification: These claims will be examined for validity. If claims are determined valid, any operations will be managed according to federal and state regulations to ensure land protection of the area.

Recommended method of protection: Regulation

Area 53

Owner: Unpatented lode claims, Kantishna Hills Tract

Size (acres): 1,320

Minimum interest needed: None

Justification: All unpatented claims will undergo validity determinations. On any valid lode claims, land protection will be achieved through compliance with plans of operations pursuant to title 36, Code of Federal Regulations, part 9(A), and other applicable state and federal laws.

Recommended method of protection: Regulation

Area 54

Owner: Unpatented placer claims, Kantishna Hills Tract

Size (acres): 3,500

Minimum interest needed: None

Justification: All unpatented placer claims will undergo validity determinations. On any valid claims, land protection will be achieved through compliance with plans of operations pursuant to title 36, Code of Federal Regulations, part 9(A), and other applicable state and federal laws.

Recommended method of acquisition: None

Priority: None

Area 55

Right-of-Way: State of Alaska

Tract: Alaska Railroad right-of-way

Size (acres):

Minimum interest needed: None

Justification: The Alaska Railroad right-of-way is the result of congressional action. Use of the right-of-way is the subject of a memorandum of understanding between the state of Alaska and the National Park Service.

Recommended method of acquisition: None

Priority: None

Area 56

Right-of-Way: State of Alaska

Tract: George Parks Highway

Size (acres):

Minimum interest needed: None

Justification: The current highway is maintained by the state of Alaska and is the major link between Anchorage and northern Alaska.

Recommended method of acquisition: None

Priority: None

APPENDIX M: ENDANGERED SPECIES ACT COMPLIANCE

FISH AND WILDLIFE SERVICE
1011 E. TUDOR RD.
ANCHORAGE, ALASKA 99503
(907) 276-3800

Mr. Roger J. Contor, Regional Director
National Park Service, USDI
2525 Gambell Street
Anchorage, Alaska 99503

Dear Mr. Contor:

This responds to your April 4, 1984, memorandum in which you requested a list of threatened or endangered species present in Denali National Park and Preserve and in three adjacent areas. Based on information currently available to us, no listed or proposed threatened or endangered species occur in the areas you identified. The only exception to this is the possible presence of the endangered peregrine falcon (Falco peregrinus anatum) during spring and fall migration.

There are currently 30 species of plants in Alaska which are considered candidates for possible future listing under the Endangered Species Act. Two of these, Smelowskia borealis var. villosa and Taraxacum carneocoloratum, are known to occur within the park/preserve. Smelowskia borealis var. villosa is associated with calcareous scree at high elevations on Sable Mountain, at Dry Creek, and at Rainbow Mountain. Taraxacum carneocoloratum is an alpine species known from Stoney Pass and two sites outside the planning area. Although not presently afforded protection pursuant to the Endangered Species Act, we urge you to consider these candidate species in the environmental planning process.

We look forward to reviewing the general management plan when it is available. Thank you for your continued interest in Alaska's endangered wildlife.

Sincerely,
Assistant Regional Director

Alaska Regional Office
2525 Gambell Street, Room 107
Anchorage, Alaska 99503-2892

D18(ARO-ONR)
(X)N1621

Memorandum

To: Regional Director, United States Fish and Wildlife Service
Anchorage, Alaska

From: Acting Regional Director, Alaska Region, National Park Service

Subject: Section 7, Informal Consultation on Denali National Park and
Preserve General Management Plan

The National Park Service is currently developing a general management plan for Denali National Park and Preserve. In order to insure that the direction of the plan would not jeopardize any threatened or endangered species within the park and preserve, input from the Fish and Wildlife Service is requested. We would appreciate a list of threatened or endangered plants or animals which occur within the park, and also those which occur within adjacent lands, specifically the Tokositna drainage. Curry Ridge and Byers Lake within Denali State Park, as the plan is considering these sites as alternatives for potential development. Thank you for your cooperation.

(Sgd) Robert L. Peterson

bcc:
Joan Hirschman (DSC)

A. Lovaas:lf:04/03/84

APPENDIX N: CULTURAL RESOURCE COMPLIANCE

On April 2, 1985 the National Park Service provided copies of the draft plan and environmental assessment to the Advisory Council on Historic Preservation for their review and comment. On September 19, 1985, the regional director was notified that the document did not qualify for inclusion under the programmatic memorandum of agreement between the Advisory Council, the National Park Service, and the National Conference of State Historic Preservation Officers. The GMP did not present cultural resource information in sufficient scope and detail to allow for substantive review and section 106 compliance under the programmatic memorandum of agreement. Therefore, pursuant to section 106 of the National Historic Preservation Act, as amended in 1980, and until more specific planning documents are developed, the National Park Service will continue to consult with the Alaska state historic preservation officer and the Advisory Council on a case-by-case basis prior to implementing any action under the general management plan that may affect cultural resources.

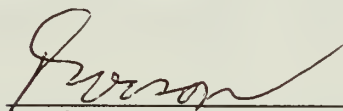
APPENDIX O: FINDING OF NO SIGNIFICANT IMPACT

The National Park Service is proposing to implement the final general management plan and land protection plan for Denali National Park. The general management plan is intended to guide the management of the park and preserve for a period of ten years and addresses all the major topics of management, including resources management, general public use, subsistence, access, and development. The land protection plan is reviewed, and revised as necessary, every two years, and presents proposals for the nonfederal land within and near the park and preserve.

A draft of the General Management Plan/Environmental Assessment, Land Protection Plan, Wilderness Suitability Review was distributed to the public in the spring of 1985, and comments were accepted until the end of August. A subsequent revised draft was distributed for a 60-day public comment period in December of 1985.

The environmental assessment analyzed the impacts of two alternative management strategies for the park and preserve, including the impacts on wildlife, vegetation, cultural resources, park operations, and the local economy. It was determined that the proposal will cause no adverse impacts on the public health, public safety, or rare or endangered species. No highly uncertain or controversial impacts, or significant cumulative effects, were identified. Any negative environmental effects will be minor and/or temporary. The proposal will result in positive effects upon natural and cultural resources within the park and preserve as a result of natural resource research and monitoring, and through cultural resource identification and protection. A complete evaluation of impacts resulting from the proposal and alternatives can be found in the March draft plan and environmental assessment.

Based on the environmental analysis and public and agency comment on the proposed plans, I have determined that the proposed federal action will not significantly affect the quality of the human environment, and therefore an environmental impact statement will not be prepared.



Regional Director, Alaska Region

11/26/85
Date

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As the nation's principal conservation agency, the Department of the Interior has basic responsibilities to protect and conserve our land and water, energy and minerals, fish and wildlife, parks and recreation areas, and to ensure the wise use of all these resources. The department also has major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

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